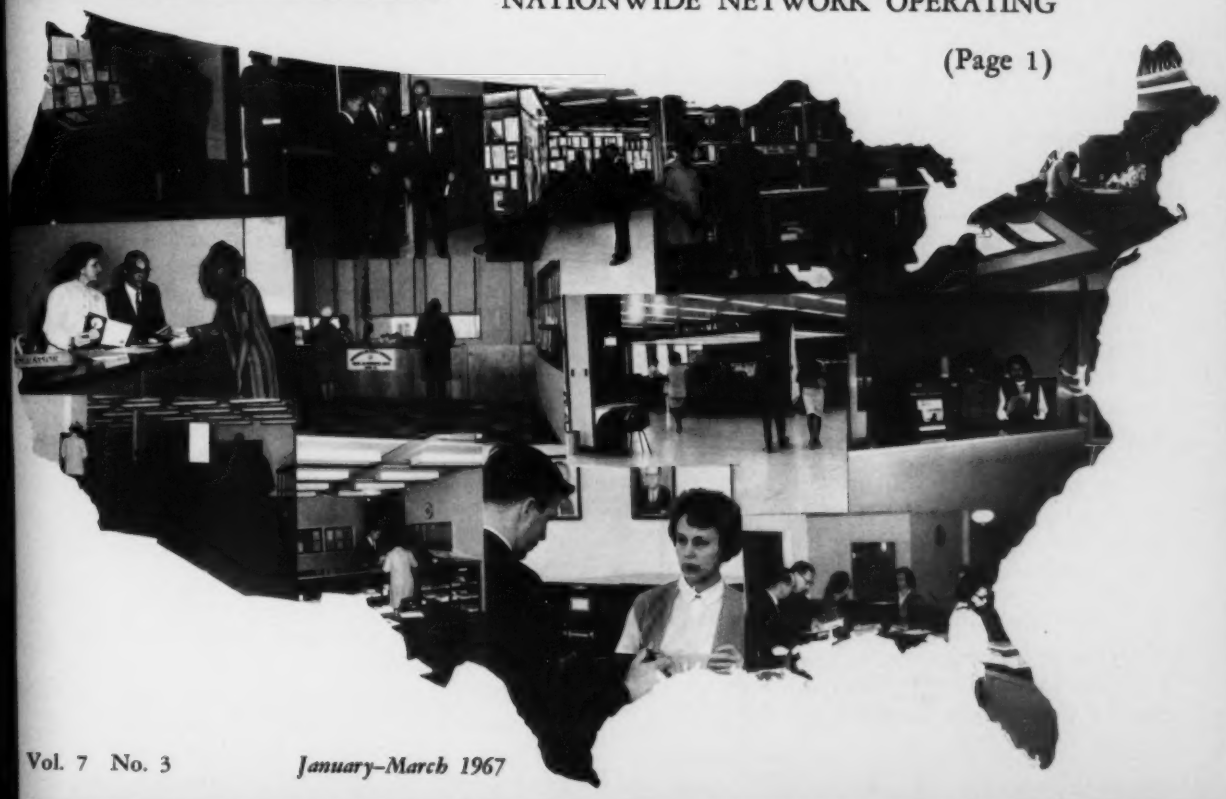
Civil Service Journal

CSJ. 66:

INTERAGENCY BOARDS—
NATIONWIDE NETWORK OPERATING

(Page 1)



Vol. 7 No. 3 *January–March 1967*

UNITED STATES CIVIL SERVICE COMMISSION

Civil Service Journal

Volume 7 Number 3

January–March 1967

CONTENTS

Articles

	Page
IAB Progress Report by Nicholas J. Oganovic	1
Potential Untapped Is Talent Wasted by Bernard Rosen	6
The High Cost of Hierarchy by Dr. David S. Brown	17

Departments

Quotable	10
Legal Decisions	13
Focus on People	14
Labor-Management Relations	16
Training Digest	23
The Awards Story	24
Equal Employment Opportunity	26
Standards and Tests	27
Shelf-Help	28

U.S. Civil Service Commission

JOHN W. MACY, Jr. ..... *Chairman*
L. J. ANDOLSEK ..... *Commissioner*
ROBERT E. HAMPTON .... *Commissioner*
NICHOLAS J. OGANOVIC
Executive Director

Worth Noting

COMMISSIONER ROBERT E. HAMPTON was nominated by President Johnson on February 23, 1967, and confirmed by the Senate on March 8, for a second 6-year term as member of the U.S. Civil Service Commission. A career man, he brings a broad variety of experience in the executive branch to bear on Commission programs, having served in the Departments of State and Air Force and at the White House from 1950 to 1961. The Republican member of the Commission, he was first named to the CSC post by President Kennedy in 1961.

SIX CAREER WOMEN have received the seventh annual Federal Woman's Award. Honored for outstanding contributions to the quality and efficiency of the career service, and for their influence on major Government programs, were: Miss Elizabeth Ann Brown, Director, Office of United Nations Political Affairs, Department of State; Dr. Barbara Moulton, Medical Officer, Federal Trade Commission; Mrs. Anne Mason Roberts, Deputy Regional Administrator, New York Region, Department of Housing and Urban Development; Dr. Kathryn Grove Shipp, Research Chemist (Organic), Department of the Navy; Miss Wilma Louise Victor, Superintendent, Intermountain Indian School, Brigham City, Utah (Department of the Interior); and Dr. Marjorie J. Williams, Director, Pathology and Allied Sciences Service, Veterans Administration.

AN IMPROVED APPEALS SYSTEM for Federal employees is in process of development. A staff proposal drafted by the Commission's legal staff has been sent to Federal agencies, employee organizations, and other interested groups. When comments have been received, the proposal will be evaluated further. The new system as drafted would simplify procedures and make them more uniform. It would eliminate duplicate hearings and reviews, and would reemphasize principles that the burden of proof is upon the agency, that the right to counsel exists at all stages of the procedure, and that objectivity must be maintained in the fact-finding process.

FLEMMING AWARDS for 1967 have gone to 10 outstanding young men in Government. Sponsored by the Downtown Jaycees of the District of Columbia, in cooperation with CSC, to honor Government employees under 40, the awards were presented to: Sheldon S. Cohen, Commissioner, Internal Revenue Service; John W. Chancellor, Director, Voice of America; James W. Miller, Office of Naval Research; Dr. Peter L. Bender, physicist, National Bureau of Standards; David Bronheim, Deputy Coordinator, Alliance for Progress; Dr. Arnold R. Fritsch, special assistant to the Chairman, Atomic Energy Commission; Dr. Lucien B. Guze, Veterans Administration, Los Angeles; Dr. Eugene M. Shoemaker, Department of the Interior; Alexander B. Trowbridge, acting Secretary of Commerce; and Edwin A. Jaenke, Associate Administrator, Agricultural Stabilization and Conservation Service.

(Continued—See Inside Back Cover)

The *Civil Service Journal* is published quarterly by the U.S. Civil Service Commission. Editorial inquiries should be sent to: Public Information Office, Room 5F07, U.S. Civil Service Commission, 1900 E Street NW., Washington, D.C. 20415. Telephone 343–7392 or Code 183, Extension 7392. No special permission necessary to quote or reprint materials contained herein; however, when materials are identified as having originated outside the Civil Service Commission, the source should be contacted for reprint permission. The *Journal* is available on subscription from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, $1 a year domestic, 25 cents additional for foreign mailing. Single copy 25 cents. Use of funds for printing this publication approved by the Director of the Bureau of the Budget by letter of March 31, 1965.

IAB Progress Report:

ACCOMPLISHMENT AND PROMISE

by NICHOLAS J. OGANOVIC

Executive Director

U.S. Civil Service Commission

AS THE 65 INTERAGENCY BOARDS (IAB's) established by the U.S. Civil Service Commission enter calendar year 1967, their story is one of accomplishment in almost equal parts with promise.

To me, the important news is that all 65 boards are now open and operating, right on schedule. In view of the time factors involved, I feel highly gratified that the Commission, working in cooperation with other agencies of Government, was able to maintain a schedule which left little margin for unexpected problems. But the establishment of this nationwide network, though gratifying, is not an end in itself. It is a beginning, not a completed action. It represents the first step toward fundamental improvement in the staffing system of our Government.

It is as if we had built a new and more solid foundation under a large building, and not only constructed the foundation after the building was in use, but while doing so were able to honor a "Business as Usual" sign over the front entrance.

In November 1965, when President Johnson gave his enthusiastic approval to Commission plans to modernize the recruiting and examining system of the Government, he signaled the beginning of a new cycle of interagency cooperation. The new IAB program will strive to retain the advantages of single-agency boards by remaining well informed on specialized agency requirements, and by quick responsiveness to their needs. It will point up a clear new definition of the respective roles of the Civil Service Commission, the agencies, and the Interagency Boards.

Agency personnel who think the new program has put them out of the recruiting and examining business will quickly learn that this is neither the intention nor the fact. An IAB is still a board of civil service examiners as authorized by the Civil Service Act of 1883 (now a part of Title 5, U.S. Code). It will still require not only funding by the agencies of their proportionate share, but also agency cooperation and assistance. The new program adds the new aspect of *coordination* to cooperation. Therefore, the familiar exertion of cooperative effort will now have a new effectiveness and show a new measure of results because for the first time interagency cooperation will be effectively channeled and guided. The various parts of the Government engaged in staffing will be better able to move together in the same direction.

Between April and December 1966, the Commission and cooperating agencies opened a complete nationwide network of 65 Interagency Boards. At lease one board is situated in each State, and each board includes a one-stop Federal Job Information Center to insure that members of the general public can obtain reliable and comprehensive information about job opportunities in Government.

Each IAB serves a clearly defined geographical area. Each is a link in a nationwide network. Hence the Job Information Center can furnish information about examinations open to people in the area served, regardless of whether the opportunities are local or in other parts of the country. By the same token, the facilities and services of all the boards, wherever located, are available to each agency through the board of which it is a member. An agency appointing officer will always know where to turn

ADVANCE PLANNING—Careful planning and coordination with agencies and CSC regional offices was a key to establishing the IAB network on schedule. Top-level interest was shown in the IAB program at every stage of development. Commission Chairman John W. Macy, Jr. (center), meets with (left to right): Raymond Jacobson, Director, Bureau of Recruiting and Examining; Nicholas J. Oganovic, Executive Director; and Edward A. Dunton, Deputy Director of the Bureau.

BOARD OF DIRECTORS—Omaha IAB Executive Officer Thomas E. Mason (3d from left) meets with his Board of Directors, all heads of Federal establishments served by the IAB. They are (left to right): Col. Harold J. St. Clair, Corps of Engineers; Richard P. Vinal, IRS; Board Chairman Norman Otto, Small Business Administration; John S. Anderson, Civil Service Representative; Fred Fagergren, National Park Service; and Col. William L. Reynolds, Offutt AFB.

for service, regardless of the type of position he may want to fill.

THE DAY-TO-DAY WORK of the IAB is carried out by a full-time, trained staff on the rolls of the Civil Service Commission. Each IAB staff is headed by an Executive Officer. Of the initial incumbents of the 65 Executive Officer positions, 42 came from agencies other than the Commission, and one (a retired military officer) came from outside the Federal civilian service. Twenty-two came from various offices of the Civil Service Commission. Seven of the Executive Officers are women.

One of the great satisfactions I have found in this fast-moving program is the very high quality of the Executive Officers in the new boards. They are knowledgeable and aggressive, and they have drive and enthusiasm. Each of them will become deeply involved in the total placement needs of his participating agencies.

Backing up these Executive Officers we have a staff which includes both youth and experience, both enthusiasm and judgment. We have acquired a very substantial influx of new hires through the Federal Service Entrance Examination—sharp youngsters who are eager to learn and are enjoying a fine opportunity to do so. These are balanced by the large number of experienced hands who came to the Interagency Boards when their individual agency boards were meshed into the new system.

Although a few IAB's have had to open in temporary quarters because permanent space was not ready on time (in Federal buildings now under construction, for example), the majority are situated in high-quality space at central locations in each metropolitan area served. They are offices in which the entire Federal community can take pride.

THE TRANSITION

As part of the transition to the new staffing system, it should be noted that the job of Government staffing could not be suspended while we arranged for housing, transferred employees or hired replacements, and attended to the multifarious details of setting up shop. The total system annually evaluates over 2 million applications, answers nearly 5 million employment inquiries, and last year provided candidates for over 400,000 appointments in thousands of occupational fields.

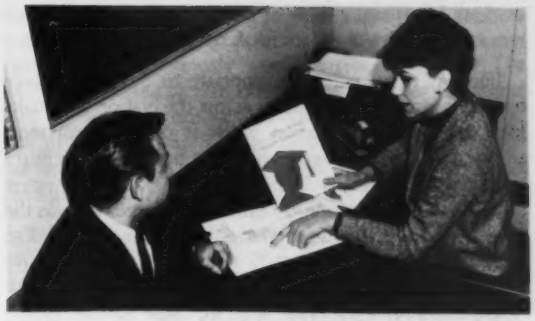
Hence it was planned from the beginning that each Interagency Board would initially take jurisdiction over only a portion of the recruiting and examining activity being performed by establishment boards in its area. As the workload of a particular establishment board is absorbed, the establishment board is closed and its records transferred to the Interagency Board. This gradual expansion of IAB activities resulted in the closing of 334 single-agency boards by February 15, 1967. The general plan of the program calls for the closing of the remaining 327 boards during the calendar year 1967.

On a cumulative basis through January 14, 1967, the network of IAB's had processed 311,600 applications. They had supplied the candidates from which 55,900 positions were filled. They had answered over 1,588,000 public inquiries.

TRENDS OF THE TIMES

The present network of 65 boards would clearly rank as an improvement if it merely overcame the duplicating titles on examination announcements which characterized the former fragmented system and confused the public. But it also underlies modern concepts in the examining

ONE-STOPPING—Dorothy Douglas and Elaine Van Antwerp offer one-stop information service over the counter at the Oklahoma IAB. Through an IAB, interested persons can now obtain full information about Federal job opportunities from a single source.



ADVISORY SERVICE—Employment opportunities and career patterns in the Federal service are covered in the employment advisory service to be offered by IAB's on an increasing scale as they reach full staffing and gain experience.

field, and offers the capacity to take advantage of automation techniques where they are appropriate.

Single-agency boards typically announced examinations which were designed, for the most part, to meet specific needs of the agency served. Thus they tended to be narrow in scope, covering a specialized job rather than the whole occupational field. With a system serving many agencies in many locations, the way is open to expand examination coverage.

The first systemwide announcement since establishment of the IAB network is the Office Aid Examination, issued January 10, 1967. It marks the first time a single examination has been announced for clerical positions throughout the Nation. It will provide clerical intake at grades GS–1 through 3. The new Junior Federal Assistant Examination, aimed at persons with 2 years of study or experience beyond the high-school level, will bring employees into the civil service at GS–4. The thoroughly tried and highly successful Federal Service Entrance Examination, which serves a wide variety of occupations at intake levels GS–5 through 7 (and GS–9 for Management Interns), is the prototype of these "broad-band" nationwide examinations.

NEW EXAMINATION PLANS for lateral entry into the service at grades GS–9 through 12 are underway, and new procedures are being set up for the filling of positions at grades GS–13 to 15. We also need better ways to facilitate placement of career people across agency lines, and establishment of the Interagency Boards is a first step in this direction.

When the extent of examination coverage available or planned through the IAB's for grades GS–1 through 15 is viewed in connection with the Commission's Executive Assignment System for the top grades of GS–16 through 18, it is apparent that far more effective methods are being developed across the entire range of civil service staffing.

We look forward to the day when there will be no such thing as a closed examination—when any American can apply at any time at his nearest IAB, regardless of his occupation, and receive a prompt evaluation of his experience and training in terms of positions currently open or expected soon to be available.

MECHANIZATION TO SPEED THE WORK

Since we expect 65 IAB's to assume the work of 661 boards of examiners, workload levels will obviously be high. One of the advantages to be gained by the establishment of a uniform, cohesive network is the ease with which mechanization and computer capabilities may be employed to help handle these heavy workloads. The Civil Service Commission, as distinguished from the Interagency Boards, will provide central services to all IAB's where such services can be performed more efficiently on a mass basis through the use of automated equipment.

Centralized services will include the announcement of nationwide examinations, the central scoring of written tests, and the supplying of test results to individual boards. Computerized systems in the Commission's central office not only grade test papers automatically, but they also schedule the competitors into a test in the cities of their choice and write letters to applicants after the test to let them know the results.

The Federal Service Entrance Examination and the Junior Federal Assistant Examination will be handled through automated central office equipment, as will the Office Aid Examination mentioned above. In the latter examination, competitors taking the written test in the examination room are asked to record their experience and education in a form readable by computers so that manual

work and personal review of an applicant's qualifications by an examiner will be minimal.

Further, to an extent appropriate to the size of each operation, Interagency Boards across the Nation will make local use of mechanization when it can perform most efficiently. In the largest offices a photocopy-punchcard certification system is being installed. In this system the essential information is punched into cards and, in the same operation, is printed along the top of each card so it can be read visually.

SELECTIVE CERTIFICATION may be performed quickly with the use of a sorter and collator. When the appropriate register cards have been selected, they are inserted in a plastic jig that resembles the familiar certificate form, with windows provided to show the required information. The jig is then placed on a photocopy machine, and the desired number of certificates is quickly produced. This system eliminates typing, with its attendant possibility of error.

Other boards, whose operations do not justify punchcard registers, will use photocopy machines to prepare certificates from the regular type of register cards after they have been selected manually.

Mechanized methods also help to keep registers current. When registers are circularized to determine whether the persons listed are still available and interested, the photocopy equipment is used to address inquiry letters in rapid order, without typing.

BROADENED INFORMATIONAL ACTIVITIES

One of the primary obligations of the Interagency Boards is to inform the public better and to make available in a single location comprehensive information about Federal job opportunities. The latter function is now being accomplished on an over-the-counter basis.

In addition, the boards are prepared to offer a direct referral service to specific job openings when this service, which has particular application to qualified career employees or those having reinstatement eligibility, is desired by agencies.

Finally, on an increasing scale as the IAB's reach full staffing and gain experience, the boards will furnish an employment advisory service.

The type of service which will be offered consists of giving advice and assistance to individuals and groups on employment opportunities and career patterns in the Federal service. It includes a review and discussion with an individual of his background of experience and training to suggest job opportunities available to him. This service will be especially directed to disadvantaged youths, such as those engaged in community training programs designed to break the "cycle of poverty," to members of minority groups, and to young people entering the labor market without clear vocational objectives.

PHOTOCOPIED REGISTERS—Misses M. K. Collins and Carol Wilson speed certification service in the Illinois IAB by photocopy of register cards in lieu of typing. This system eliminates typing and the possibility of typing errors.

Information directed at the general public can take many forms, and is illustrative of the flexibilities built into the Interagency Board system. In Albuquerque, for example, the new IAB took over an old problem when it accepted responsibility for the list of eligibles for the position of teacher on Indian reservations. There has been a critical need for qualified teachers to work in Indian schools throughout the United States, and the nationwide recruiting effort is centralized in Albuquerque. To aid in filling this need, the central office of the Commission has released general and specialized press releases on the subject, has placed announcements on radio stations, and has sent a color slide to every commercial TV station in the United States with backup copy to be read by an announcer, stressing the urgent need for teachers to work with the Indian children.

AGENCY ROLE CONTINUES

All of the IAB's work diligently to keep open the lines of communication with agencies as well as with the public. Some of them issue regular bulletins addressed to personnel officers in the area served, and all of them report regularly to their interagency boards of directors.

It is in the area of interchange between IAB's and agencies—exchange of ideas, of specialized know-how, and of information—that the continuing role of the agency in the field of recruiting and examining comes sharply into focus.

We expect our Executive Officers to become deeply involved with agency plans and staffing needs—but we also expect that agencies will keep advised of board facilities and resources. Interagency Boards will continue to call on agencies for the professional know-how provided by program specialists serving as rating panel members.

TRAINING SESSION—Thomas Kenworthy (left), Executive Officer of the Des Moines IAB, discusses new data processing equipment at a training conference in St. Louis. Observing are Walter McCray, Mary K. Coughlin, and Robert Bronstein, representing IAB's at Fargo, Rapid City, and St. Louis.

Particularly when specialized positions are unique to an agency, the IAB can provide top-quality service in the evaluation of education and experience for those positions only through the active and continuing cooperation of agency specialists.

SIGNIFICANT RESPONSIBILITIES have always rested with the agencies in the field of recruiting, and they still do. The recruitment of quality applicants for positions in agency programs is inseparable from the agency's total responsibility for personnel management. This type of recruiting can best be done by agency officials who are close to their program needs.

Given the kind of two-way communication we envision between Interagency Boards and agencies, the IAB system has a number of flexibilities which will make it possible to adapt the system to agency needs. For example, there is only one IAB for each designated area, but it is perfectly possible to establish a branch office of the board to meet a special local situation. Several of these local branch offices have already been opened.

When one agency is the major user of a list of eligibles, the list can be decentralized to the agency if such action appears advisable. Decentralization of certain examining functions to a special examiner at a particular establishment can also be arranged when warranted. Such special examiners remain agency employees, with delegated authority to perform all or part of the examining function for certain occupations or levels of jobs.

SPECIAL PROBLEM—SPECIAL SOLUTION

Nor do these examples exhaust the inherent flexibility of the system. Last September 9, when the U.S. Army Administration Center in St. Louis was faced with an urgent demand for over 300 temporary clerks, the St. Louis IAB recognized that standard procedures would not do the job. Because of the temporary nature of the jobs and the center's location outside the downtown area, existing registers obviously would not be sufficient. The IAB arranged for recruiters from the center to move right into the board's working area and use telephones, desks, and other facilities. Center personnel were authorized not only to screen the eligible lists, but also to do direct recruiting.

Interagency Board personnel suggested recruiting sources, provided samples of publicity which had proved successful in the past, and suggested to agency representatives that they use part-time workers and arrange tours of duty convenient to housewives.

The local press was generous with its news columns. As a result of excellent publicity, over 1,900 competitors were tested in a 2-week period, with 900 eligibles resulting. By September 30, 155 eligibles were on board, 94 were committed to vacancies, and 51 were in process. This "happy ending" is another example of the results possible even in a tight labor market, and the kind of service the IAB is uniquely equipped to provide.

EVERY GOVERNMENT ESTABLISHMENT in every part of the Nation now has access to an Interagency Board. The agency role in recruitment and in cooperative effort with this board is in no wise diminished. But the respective roles of the agency, the IAB, and the Commission are now sharper, clearer, better defined. We have not yet finished the job of modernizing the Government's staffing methods, but we have achieved our first major goal. The IAB's are open and operating—*and we have much to build upon.*

ACHING BACKS ON WANE AS MAIL CART WINS FAVOR

The U.S. mail cart, designed a decade ago to take the load off the backs of U.S. mailmen, has gone international.

It has been adopted by Australia, Belgium, the Netherlands, and Norway, and West Germany has it under study.

Furthermore, it is in regular use by universities, libraries, other Federal offices, and the United Nations to move mail about.

The popular cart was designed by postal engineer Louis B. Feldman.

It resembles a golf cart. Built of ultra lightweight aluminum tubing, aircraft quality steel, and precision aluminum castings, the rubber-wheeled cart carries more than 300 pounds of mail.

When the mailman completes his rounds he can collapse the cart and store it in a mail relay and storage box.

Last year the Post Office purchased more than 6,000 carts at $35 each.

Potential Untapped Is Talent Wasted

by BERNARD ROSEN
Deputy Executive Director
U.S. Civil Service Commission

THE WAR ON WASTE continues. The President expects results in his drive for more efficient, more effective, and more economical government.

Every month, the Federal Government pays its civilian employees over a billion and a half dollars. This is a very significant item in our Government's total budget. No War on Waste can be won unless it has as one of its major concerns the full development and use of the knowledge, skills, talent, and potential of our human resources.

Consider the setting in which Federal executives must manage increasingly complex Government operations. Although major pockets of poverty remain, the country is prosperous; unemployment is down; 2 million new jobs were established last year. Prosperity and technology are intensifying the demand for skilled workers and the demands for officeworkers and skilled tradesmen are also rising. Persistent shortages in professional, technical, and related occupations continue. And, of course, recruiting for military service from the under-25 age group is drawing further from the labor force.

In responding to the President's challenge, a prime objective of Federal managers must be the exercise of all possible ingenuity in hiring and using manpower—traditional means will not bring results in today's economy.

OPERATION MUST—Maximum Utilization of Skills and Training—which the Civil Service Commission initiated about a year ago, emphasizes three manpower goals of responsible and progressive managers. These are: (1) Improved efficiency and economy in the Federal service; (2) better use of the skills of present employees; and (3) better use of *all* of the skills available in the labor market.

There are five principal sources of skills and talent that are not yet fully tapped:

Young workers, age 16–21. The unemployment rate of this group is nearly three times the average for all workers. Many have only limited education. Within 5 more years at least 60 percent of the population will be under age 25. There are far-reaching implications in these facts for managers concerned with the future strength of their organizations.

Older workers. 900,000 of the unemployed in the United States are 45 and over. We cannot ignore this pool of available labor—workers who may need to learn new skills.

Women, especially those who can return to the work force full time or part time after raising their families but whose skill and experience may have become outdated.

The handicapped. This is still a sizable pool, although Federal agencies have been leading the way in tapping it.

Minority groups. The minority-group unemployment rate nationally is 8.3 percent, double the general rate. An example: in Cleveland, Negroes constitute 38 percent of the population but only 17 percent of the labor force; their unemployment rate is three times that of whites.

While Operation MUST and equal employment opportunity are separate programs, they are also complementary. MUST facilitates those phases of the EEO program which assure that all citizens have the opportunity to compete fairly for Federal jobs.

For example: For years a field establishment adminis-

tered an apprentice examination for 27 apprenticeship trades. There was a high failure rate, especially among minority-group competitors. A high degree of proficiency in mathematics was needed to pass the written test. The Department and the Civil Service Commission reviewed job requirements, and found only five of the trades (electronics-oriented) required a high degree of math proficiency. The test was modified in keeping with true job requirements, making possible a broader base of selection.

Operation MUST was conceived and designed to focus the attention and skills of management on the simple proposition that *no potential should be untapped and no talent wasted* in our quest for quality.

ACTION DIRECTED WITHIN AGENCY

Now how do we go about it? First, we must look at all employees on the rolls of the agency to identify underutilized or overqualified employees—and, of course, those with hitherto undiscovered potential. It must be the responsibility of the top manager to see to it that this is done.

Next, we must follow up with a counseling program. We need to emphasize and use the benefits afforded by the Government Employees Training Act, and by local departments of education, including adult basic education programs. If we build on people's aspirations and capacity, and harmonize this effort with current and future needs of the agencies, both the Government and the employees will benefit.

This action will get underway only if top management calls for careful examination of the organizational structure, and restructures jobs where necessary. Without this basic management decision, the forces of inertia will maintain the status quo, and much potential both within and outside the organization will remain untapped. In short, we need to take a much more serious look at the "job mix," to determine how much of the work of professional and technical employees could be performed after training by less skilled people.

For example, in designing the MUST program we were impressed with the action taken by the Social Security Administration. Their claims representative positions were always filled at the GS–5 entrance level from the Federal Service Entrance Examination—where real shortages existed. Then positions were redesigned and a nationwide examination for Service Representative, GS–4, was announced, followed up by an extensive recruiting campaign. Social Security filled its requirements, and a pool of talent previously excluded is now being tapped.

The Civil Service Commission has recently issued a new examination directed primarily to junior college graduates. This is truly a largely untapped resource for Federal agencies. If we are to use this talent, Federal managers and personnel people need to start planning for it now, by identifying the jobs that can best be filled by young persons who must, at least temporarily, terminate their formal education after 2 years of college. And if we do this, we also have to think about motivating these young people to seek additional education after we employ them.

Employee self-development should be encouraged, recorded, and evaluated. Federal agencies have been doing this mainly with their young professionals; as for those in the lowest grade levels, I must characterize this area for the most part as one which needs substantial improvement.

Self-development should be both stimulated and supplemented by agency training activities. Employee skills should be upgraded wherever potential and talent are discovered. Agencies should—

- Help clerks, assistants, helpers, etc., prepare themselves for higher-skill jobs.
- Arrange for needed courses in basics (reading, vocabulary, arithmetic) to help employees develop themselves for work which the agency must do.
- Help skilled workers prepare themselves to take on tasks separated out of professional positions.
- Help professionals prepare themselves for advancement in their professions.
- Expand supervisory and managerial training where needed.
- Seek out employees in dead-end jobs and where possible train them for new work. Such changes bring self-renewal, which is good for both the individual and the Government.

ACTION DIRECTED OUTSIDE AGENCY

Now let's look outside. A sizable source of untapped talent will be found in the disadvantaged groups. Their unemployment rate advertises their availability for recruitment, training, and development. Their unemployment is part of the total urban problem confronting our country, and it is inextricably intertwined with problems of housing, education, and transportation. No Federal manager can responsibly ignore such community matters when they are related to securing an effective work force for his agency.

An integral part of MUST, therefore, includes assisting technical, vocational, and high schools in improving the quality of education as it relates to agency needs. Where appropriate, we may have to expand our work with colleges and universities in curriculum development. We need to furnish speakers to schools and colleges in our special areas of competence, and can help update the quality of instruction by increasing meaningful summer-employment opportunities for teachers and professors.

In the Commission, we are keenly aware that from our point of view education, preparation, and recruitment lead up to the civil service examination: this is the bridge that must be crossed to make the all-important change from applicant to employee. With this in mind, we are accelerating progress in emphasizing *capability*, rather than

past experience, in examining for lower-level positions.

- For wage-board employees, we are extending the job-element approach. This technique identifies the essential skills required for performance of a particular job, then weighs the related experience, education, or aptitudes of applicants against these skill requirements to evaluate their qualifications and potential for performance in the position.
- For entry-level positions in clerical, office machine operator, and some scientific and engineering aid occupations, we are calling for increased recognition of the fact that there is GS–1 work requiring minimal skills, to be followed by training after employment for higher level duties.
- For entry levels in technician, administrative, and management fields, we are calling for a hard look by agencies to see if some of these jobs can best be filled at the GS–3 and GS–4 levels.
- For all entry level positions, training in various anti-poverty programs must be recognized in the examining and selection process.
- To help new employees from disadvantaged groups in adjusting to employment, we urge that special training be given to supervisors. A large number of installations, both in Washington and in the field, have requested copies of our new pamphlet, "Introducing the Inexperienced to the World of Work," and many have reproduced it for use in training programs.

SUCCESSFUL TESTING EXPERIMENTS

In 1966, two interagency boards took significant action to tap the potential of disadvantaged youth in the manpower market. The New York Board announced a pilot examination for Youth Opportunity Trainees, with no written test and no education or experience requirements. The examination is used to fill GS–1 trainee positions of clerk, office machine operator, mail sorter, etc. Applicants were asked for simple reports on tasks performed at home, in school, and on the job, and for answers to basic questions on attendance records. In October, the San Francisco Interagency Board announced a similar Worker-Trainee test for wage-board occupations.

In both instances, the language of the examinations attempted to communicate realistically with the people to whom they were directed, and ratings were based on job elements such as reliability, aptitude, and interest. The San Francisco Board issued a companion announcement, for Office Aid, GS–1, specifying no education or experience but including a very fundamental written test to determine aptitude for clerical tasks.

We believe that this sort of mining for simple skills which can be developed on the job will be productive. While the response has been gratifying, it could be better. Let us invite more of it by involvement at the community level with people who may be better than we are at reaching disadvantaged youths.

Redesigning our recruitment programs to reach these youths is a positive step toward strengthening the EEO and MUST programs, but unless more of these applicants are employed we will lose the battle—the firm commitment of agency managers to the principle of job reengineering is essential if we are to provide increased lower-level job opportunities.

Special youth opportunity programs offer agencies a variety of choices in seeking potential among the unemployed and needy youth, through part-time employment in furtherance of the President's back-to-school drive, or through sponsorship under one of several "host" programs. Federal managers have never before had so much authority and flexibility. They may hire young people for summer jobs or for part-time work during the school year, or they may provide useful work, as hosts, for youths and other needy persons who are not actually Federal employees. Programs of the latter type are authorized under the Vocational Education Act of 1963 (part-time employment of needy full-time vocational students); the Economic Opportunity Act (the Job Corps, the Neighborhood Youth Corps, the College Work-Study program, and the Work Experience program); and the Manpower Development and Training Act of 1962.

We need to take the initiative to insure that those who administer these programs know of our interest in serving both as a host agency and as a potential employer of their trainees.

A measure of what *can* be done when a concerted effort is made is the success of the President's Youth Opportunity Campaigns of 1965 and 1966. The President's objectives were clear: to provide summer employment for young people; to motivate them to complete their education; to familiarize them with a work situation. He asked for one summer hire for each 100 regular employees, both in Federal agencies and in private business. That goal was exceeded each year.

COMMISSION'S PILOT PROGRAM

I want now to deal briefly with a pilot program within the Civil Service Commission for improving the utilization of our employees. It is called the Expanded Skills Development Program. In January 1966, our Personnel Division initiated a skills development program for GS 1–4 clerical employees in the central office. Letters which explained the purpose of the program were sent to the 630 employees in this grade range, and 292 employees asked to participate.

Employees are not *selected* for participation—rather, they are *invited* to volunteer. The training is tailored to meet their needs considered within the larger framework of the Commission's needs for abilities and skills. It is designed to overcome limitations in basic abilities

such as arithmetical reasoning, reading, and writing, and to sharpen skills such as shorthand and typing.

Each employee participating in the program works out his career plans and training needs with the assistance of a counselor in a series of private interviews. Counselors, selected from among Commission staff volunteers in grades GS 11–15, established with each of five assigned employees a sympathetic on-going relationship in which the employee feels free to express his or her interests, work history, training needs, and career plans. Four counseling sessions were programed, but an employee could contact his counselor at any time to discuss self-development. We remain committed to counseling because it has proven to be an effective approach to understanding employees and to promoting their awareness of management's concern for their development.

Of 234 employees counseled, 167 remain enrolled in the program. More than one-third have been promoted since the program started.

Those promoted fall into two general categories. Included in the first are those who probably would have been promoted regardless of the skills development program. In the second are promotions which would have occurred only with the help of such an institutional counseling and training plan. Employees in the latter category fit no single mold. We suspect that their basic problem was a lack of visibility. Caught in routine work, they did not display their wares, so to speak, to indicate their desire to advance or demonstrate their ability to perform higher grade duties. Many of them had been bypassed previously. The counseling sessions served as a catalyst. Several counselors brought deserving cases to the attention of the program people, and they became actively involved in identifying these employees to bureaus and offices.

Regardless of the logic we attempt to ascribe to the promotions, we are certain that the message is spreading through formal and informal communication networks that employees are being advanced, acquired skills are being utilized, classes are being conducted, and the commitment we made to counsel and develop employees has become a reality.

The success of the Commission program, like the success of all agency programs to tap potential talent, depends primarily on *concern*. Concern of top managers, their enterprise and encouragement. Concern of bureaus and staff offices giving trainees opportunities to utilize their skills and abilities in better or different jobs. Concern of counselors, to help employees help themselves.

SUMMARY

Now, let me sum up with these thoughts.

The War on Waste is a conflict for which we must remain permanently mobilized. The enemy must be attacked and beaten whenever and wherever he challenges us.

It is incumbent upon all of us to deploy and redeploy our forces to fully utilize *all* the potential at our disposal; and to leave no field unobserved, no terrain unscouted in our quest for talent.

This has to be the concern of every top Federal manager. It cannot be delegated to the personnel officer or a special assistant, no matter how able they are. They can only help. Only the manager can provide the necessary thrust as evidenced by goals set, questions asked, and healthy dissatisfaction displayed with the status quo. This is the essence of the manager's personal role.

The sources are at hand. Involvement, initiative, and innovation are the tools with which to tap them.

PRECIOUS RESOURCE: THE INDIVIDUAL

♦ Individual expression is not fostered by policies alone; it must be fostered by people. Well-established policies can serve a tremendously useful purpose in lending consistency and efficiency to a company's operations; however, if allowed to remain on the books after they have outgrown their usefulness, they can frustrate initiative and create serious frictions. All of us have a responsibility to speak up when we see ourselves becoming prisoners of our own procedures.

Two of the most important criteria applied in considering candidates for advancement under the Jersey executive development program are a manager's sensitivity to the need for change and his ability to enlist the active and enthusiastic participation of those reporting to him. The way in which a manager deals with his people can, quite literally, turn them off or turn them on. To hammer an organization into passive compliance requires little skill; to generate a climate in which people at every level feel free to suggest new ideas—to venture beyond the sure, the known, and the safe—is the mark of a true leader.

When a company loses sight of the significance of the individual, it squanders its most priceless resource. For what, after all, is progress? It is a continuing, constructive assault on the status quo, a battering away at the familiar and the conventional. It is a process that requires people to stretch their minds and stick their necks out. It requires conviction and courage. But courage and conviction are not enough. If people are to realize their full creative potential, they must be given room to spread their wings, test their concepts, and make the mistakes by which all of us learn. They must be encouraged to look upon the company not as a procedural maze but as an association of purposeful human beings bound together in a common, creative endeavor. Only then will the individual get a sense of personal contribution to the progress of the company. And only then can each individual be expected to behave as if the future of the company rests in his hands alone—which, in a sense, it does. ♦

—*M. L. Haider,* Chairman of the Board,
Standard Oil Co. (New Jersey)

QUOTABLE:

Management Information—Blueprint for Tomorrow

by ORVILLE L. FREEMAN
Secretary of Agriculture

THIS AGE WE LIVE in is by far the most revolutionary in all history.

It is an age of upheaval. In the past 8 years the world has seen over 160 internationally significant outbreaks of violence—about 150 of them internal. These outbreaks have involved more than 80 different governments.

It is an age of collapsed time. We see more technological and scientific progress in a year—perhaps in a month—than our ancestors saw in a century.

But, above all, it is an age of exploding knowledge. We are in the midst of a revolution in information—and it is accelerating.

At the beginning of the 19th century there were only about 100 journals of science and technology in the entire world. By the beginning of this century there were around 10,000. Today there are over 100,000.

The number of new books and monographs in science and technology more than doubled between 1960 and 1965.

In 1951 the Federal Government had one computer. Now we own or lease 2,600. Besides the 2,600 computers, the Government, I'm told, has 50,000 quick-copy machines—almost a quarter of a million electric typewriters—and about 2 million filing cabinets plus close to 2,000 miles of shelving to hold an accumulation of 34 billion pieces of paper.

There has been a vast leap also in the speed with which information is utilized. It took only about 10 years to put hybrid corn into use all over the United States. Jet planes squeezed out prop planes on long distance flights in even less time. New drugs used to require decades to come into general use. Now drugs can be developed, tested, and released to the whole Nation in a short time through mass marketing programs. Even so, some people complain about delay.

The upshot of all this is that the traditional ways of finding, transmitting, and putting information to use are no longer adequate.

Nowhere are the problems and opportunities created by the information revolution more acute than in Government management.

The bricks and mortar of sound decisions are facts—timely facts—pertinent facts—comprehensible facts.

Unfortunately, getting such facts is by no means an easy process. You are all familiar with the "too much garbage, too many gaps" problem—the problem of being flooded with material containing too much unnecessary information along with little or no information on the crux issues.

This is a compounding of confusion, a pooling of ignorance. When a Government official acts upon such confused, inadequate, or incomplete information, he in effect takes money out of the American taxpayers' pocket and drops it down a rat hole. He robs American communities of the benefits of useful programs because they arrive too little or too late.

It was to help meet this management challenge that President Johnson in August 1965 directed his Cabinet and agency heads to work with the Bureau of the Budget to adopt PPBS—the new Planning-Programing-Budgeting System.

We simply *must*, as the President urged, find ways "to do new jobs faster, better, less expensively; to insure sounder judgment through more accurate information; to pinpoint those things we ought to do more, and to spotlight those things we ought to do less; to make our decision-making process as up to date as our space-exploring equipment."

Throughout the Government much is being done along these lines. I want to tell you some of the things we have done and are doing in USDA.

We started out in 1961 with President Lincoln's dictum in mind: "If we could first know where we are, and whither we are tending, we could better judge what to do, and how to do it."

WHERE WE ARE and whither we are tending in the Department of Agriculture rests heavily on economic facts and economic research. So one of our first administrative actions was to bring together the USDA economists and statisticians—who had been scattered all over the Department—into an Economic Research Service and a Statistical

From an address before *Better Management Information and Reporting, A National Symposium*, National Archives and Records Service, General Services Administration, Washington, D.C., November 1, 1966.

Reporting Service, responsible to and guided by a Director of Agricultural Economics.

I can proudly claim that our economic and statistical work has reached a new and extremely high level of competence and usefulness—a level, if I may be pardoned for saying so, probably unequaled anywhere in Government.

traditional ways of finding, transmitting, and putting information to use are no longer adequate

For over 100 years USDA has collected data on the agricultural economy—for example, information on crop and livestock production. Several hundred thousand farmers, processors, and distributors in all 50 States serve as volunteer reporters, responding to questionnaires from our Statistical Reporting Service.

This reporting is in an extremely sensitive area. It guides the economic decisions of farmers, dealers in farm commodities, processors, and the entire food industry. We in Government use it to evaluate our agricultural supply-demand situation—as well as in our decisions on food aid to needy countries. It must be accurate—and it is.

Our Statistical Reporting Service is constantly modernizing its reporting. As new information techniques become available we use them to improve our basic statistical system. For example, "objective yield measurements" were introduced—that is, data derived from actually measuring plants in selected fields in major crop areas. This has permitted computer programs to be developed for statistical analysis. It has resulted in new "forecasting models" and improved forecasts.

In 1961 we also undertook a new approach to public management through a project termed MODE (Management of Objectives with Dollars through Employees). We set up a centralized computer in the Department into which we feed current information on all USDA employees.

Our first output was an automated payroll and bond issuance system. At the beginning of 1964, we began to produce all of our personnel statistics and reports on the computer at a fraction of the cost of a manual system. Through the use of the computer we can develop much better information on our employees. For example:

- We can trace trends in the average age level and length of service of our employees—currently 41 and 13 years respectively. This means that we can identify specifically the percentage of employees in critical "age-length of service" groups and make forecasts of future retirements.
- We can analyze promotion activity within the Department. With these analyses, plus hiring and leaving information, we can predict the rate at which we will have to recruit and train employees.

Of course, thus far we have merely scratched the surface. But we are building a system for top management not only to obtain an overall view of its entire area of responsibility—but a system which will permit management to focus on any specific problem area and dissect it to its finest component.

A GREAT ASSET in this undertaking has been the Office of the Inspector General which we established in 1962. Like the economists, USDA auditors and investigators were scattered through the Department. We consolidated them. By associating improved management information with a consolidated audit and investigative office, we are better able to detect and correct problem areas early.

We have information systems under development in several other areas, including pesticides regulation and monitoring, research projects, extension, forestry, and the library.

Just a word about the library project. Our National Agricultural Library is the second largest in the Federal Government, surpassed only by the Library of Congress. We are setting up a library information system in conjunction with the colleges and universities which will be the focal point of a national network of scientific and technical agricultural information. We are studying the extent and degree to which up-to-date computing techniques can be used to give quick service to the agricultural community.

On the basis of studies now underway we expect to have a fully automated library system utilizing the latest state-of-the-art by 1968.

The oldest communication and fact gathering system of all is face-to-face discussion. For the past 3 years I have held a large staff meeting every morning, 15 minutes before the official start of the workday. This is a gathering of some 40 men and women—the two top executives of every major agency in the USDA plus my own staff. Though the meeting seldom lasts more than 15 minutes, it gives me the opportunity to report on basic policy decisions and on progress toward our goals to top leadership clear across the Department. Coordination can often be accomplished in minutes without paper or machines or tape.

This meeting gives top management a crack at the Secretary every day. It gives our managers a chance to compare notes and get better acquainted. What's more, we have a good time—with plenty of laughs.

It might seem that such a large daily meeting wouldn't get results—but it has and it does.

Old timers in the Department tell me these staff meet-

ings have done more to coordinate the USDA into a single unified Department—rather than a federation of diverse agencies with sometimes disparate activities— than anything that's been done in the history of USDA.

Well, what about a blueprint for the future?

It is obvious that we are only at the beginning of the information revolution. The managers of tomorrow will have new problems, but also new tools and new opportunities.

Information devices will undoubtedly multiply. Computers, for example, will be smaller, more powerful, less expensive. Computing power will be available to anyone who needs it, or wants it, or can use it. There will be small personal computers connected to large central facilities. Learning to use a computer will be as simple as learning to drive a car.

Using new information systems, our libraries will become complete information services. Health care will be revolutionized. The effects of new drugs and new treatments will be far more quickly established. Clerical work will be greatly reduced.

New information techniques will be widely available in education. Men will be matched to jobs by a nationwide computerized service. Urban and rural data centers will make possible better planning for land use, housing, education, and business.

THIS IS A WONDERFULLY attractive picture. Yet it bears repeating that the man behind the computer and the man using the computerized information are still the key. The computer must always be the servant, never the master, in the management process.

I like to think of management information as being similar to a map. To be of value a map must be accurate—the responsibility of the supplier. But it must also be read by someone who knows where he wants to go—the responsibility of the user.

Similarly, if a management information system is to be of maximum value, the data must be recorded and processed accurately—but if the data are to be turned into meaningful management aids, the needs of the manager must be made known.

A basic essential of a blueprint for tomorrow, therefore, is the manager's *plan* for tomorrow. Without a plan, the danger is that we will simply automate existing procedures, thus losing the true power and potential of the information system.

When I was Governor of Minnesota we inaugurated a self-survey on the efficiency and effectiveness of our activities. I remember asking a game warden serving on a task force, "Why do you submit Form Number AD–562?" When he responded that he really didn't know, I suggested we try a little experiment. I told him not to file this form and to come back and check with me on it in 6 months and we would see what happened.

Well, it was very interesting. Nothing happened. It developed that the filing of this form had been started "way back when" as a part of a research project by an official who shortly thereafter left the Government. But people kept on submitting the form just because that's the way things were done. This is what can happen when managers proceed without a plan.

HERE ARE A FEW QUESTIONS which I think must be answered in making a blueprint for the future.

For the system designer:

- Are today's management information and reporting systems in general placing too much emphasis on gadgets and mechanical devices that become toys for the management information systems specialists?
- Have we given too much emphasis to the mechanics of information and reporting systems?
- Are these systems geared to meet essential needs of general management at all organizational levels, or only at the top—if there?
- Is the information that is spewed forth from the computers actually used—and how much and by whom and for what management purposes?

For the manager:

- Do you really manage based on a plan or do you react day by day to outside shock waves?
- Do you know what is essential to your decisions—or do you react to hunches developed from thumbing through the large routine reports?
- Are you operating from *your* plan of action—or from an old plan developed, largely from habit, by your predecessors in the organization over which you preside?
- And, finally, do you really want a management information system—do you really want a blueprint for tomorrow?

These are some of the questions begging for answers. My hope is that most of the answers will be found.

MOON GENERATOR PASSES 90-DAY TEST AT AEC

A nuclear generator designed originally for use on the moon has completed successfully a 90-day test under simulated lunar conditions at the Atomic Energy Commission's National Laboratory at Oak Ridge.

The 20-watt generator is fueled from the largest amount of the radioisotope curium–242 ever assembled.

The test was conducted in a vacuum chamber designed to permit the extreme temperature variation necessary to simulate lunar conditions. The test schedule provided for operation of the unit for 5 days at minus 235 degrees Fahrenheit, simulating lunar night, and then for 80 days at 235 degrees Fahrenheit, representing lunar day. This was followed by another 5 days under lunar night conditions.

LEGAL DECISIONS

SUITABILITY

Scott v. *Macy,* District Court, D.C., January 6, 1967. Plaintiff, an applicant for Federal employment, was rated ineligible on the ground of immoral conduct (homosexuality). The Court of Appeals ruled in his favor without prejudice to the Commission's making a new determination, if it desired, of his suitability for Federal employment. See *Journal,* Vol. 6, No. 2. The Commission again rated him ineligible, this time on the ground that he had failed to explain satisfactorily the derogatory information against him and to answer a question as to whether he had engaged in homosexual conduct. The Court ruled in favor of the Commission, holding that the Commission has the right to consider a person who actually engages in homosexual conduct to be unsuitable for Federal employment; that the action of the Commission was supported by substantial evidence and was not arbitrary or unreasonable; that information obtained by investigation gave the Commission probable cause to believe that plaintiff had engaged in homosexual acts; that this information was furnished to him by written interrogatories and was such as to place upon him an obligation to answer and explain; and that plaintiff's inadequate response to the Commission's questions justified the Commission's conclusion that it was unable to find him fit for Government employment.

HEARING

Sturgill v. *Lewis,* Court of Appeals, D.C., December 28, 1966. This is not a personnel case. It is digested here because the quotation set out below shows the current attitude of the courts with respect to the necessity for a fair hearing, an attitude which more and more is having an effect on personnel cases. The appellant was denied an annuity by the trustees of the United Mine Workers Welfare and Retirement Fund. When he went to court, the trustees defended on a new ground. The Court of Appeals sent the case back to the trustees to resolve the factual issue involved in the new ground for denial. In doing so, the court made the following statement:

"Since the Trustees perform their function as such pursuant to an Act of Congress in an area of social concern and importance, not only to miners like appellant who have applied for pensions, but to future applicants as well whose pension rights may be jeopardized by depletion of the Fund through improper disposition thereof, the proceedings before the Trustees should conform to at least elemental requirements of fairness, which requirements in these circumstances normally include, in addition to notice, a hearing at which the applicant is confronted by the evidence against him, an opportunity to present evidence in his own behalf, articulated findings and conclusions having a substantial basis in the evidence taken as a whole, and a reviewable record."

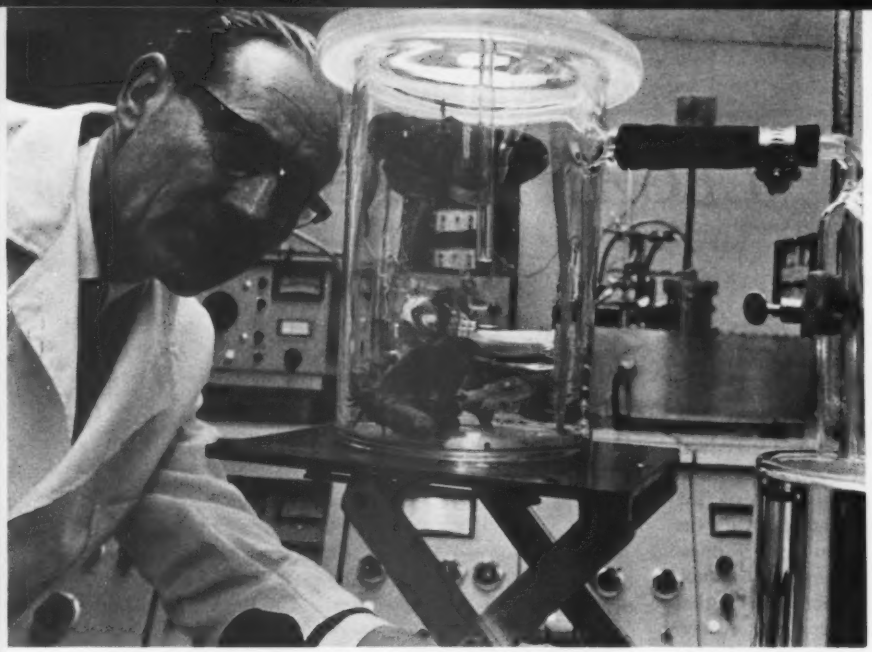
HEARING—EVIDENCE

Cohen, et al. v. *United States,* Court of Claims, December 16, 1966. Plaintiffs had been removed and had appealed unsuccessfully to the Commission. Among other arguments presented to the court was the argument that documentary evidence presented to the Commission at the hearing contained deletions and that these deletions resulted in the withholding of evidence essential to the fair presentation of the cases. The court found that what was deleted from the documents was evidence which tended to show that plaintiffs had been bribed and that this was a proper deletion since they had not been charged with bribery. The court went on to state that it was unwilling to endorse a position that a fair hearing demands the presentation of *all* data. It is sufficient, as in this case, that the plaintiffs at all times be aware of the evidence upon which the Commission bases its decision and that there be no secret evidence.

BACK PAY

Paroczay v. *United States,* Court of Claims, December 16, 1966. Plaintiff's celebrated "forced resignation" was decided in 1963. See *Journal,* Vol. 3, No. 1 and Vol. 4, No. 2. He was restored to duty and awarded back pay. In this case, he is suing for money deducted from his back pay. Of particular interest are his claims for a refund of deducted premiums for Federal Employees Group Life Insurance covering the period he was off the payroll and a refund of the deduction of his earnings in an unprofessional capacity as a clerical employee of a grocery store. The Court of Claims turned him down in both instances. "* * * We are persuaded that at least as between plaintiff and the Government, the insurance was in effect as a matter of law for the period in issue." The court denied the second claim on the basis that the back-pay statute in effect at the time of his restoration required that any amounts earned through any other employment during the period he was off the payroll ought to be deducted from the award of back pay.

—John J. McCarthy



CITED BY PRESIDENT—Dr. Edward F. Knipling (above), Director of the Entomology Research Division of the ARS in the Department of Agriculture, was 1 of 11 eminent scientists and engineers named by President Johnson to receive the 1966 National Medal of Science—the Nation's highest award for scientific achievement. Dr. Knipling is noted for his trailblazing work in insect control by sterilization.

NAMED TO APPEALS BOARD—William E. Fowler, Jr. (left, below), was recently appointed to Civil Service Commission's Board of Appeals and Review. A lawyer with trial experience at city, State, and Federal levels, Mr. Fowler is the first Negro to serve on CSC's highest appellate body. He previously served as a hearing examiner in the Departments of Labor and Health, Education, and Welfare and as a member of HEW's Appeals Council. He is pictured with Appeals Board Chairman William P. Berzak.

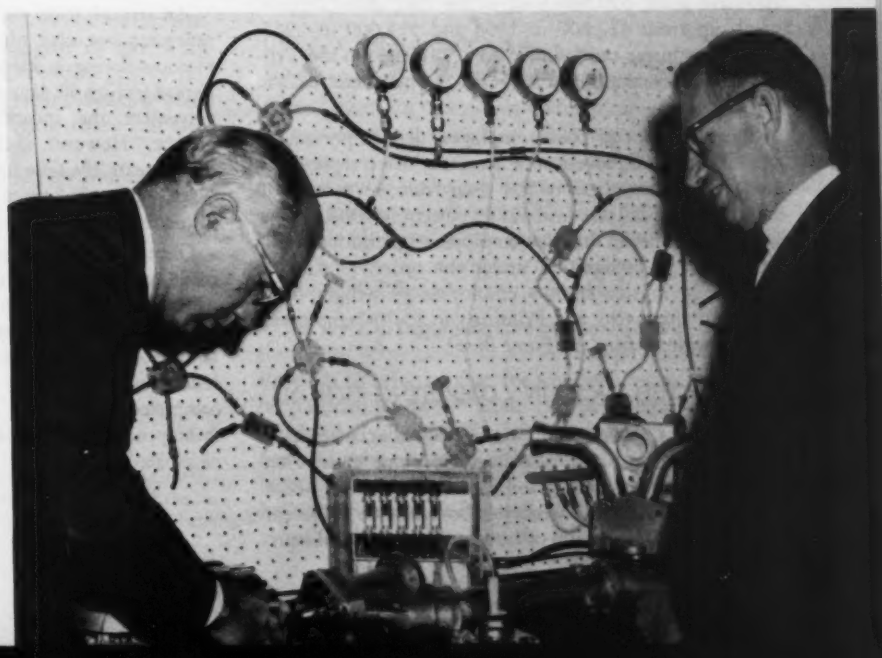
RECEIVES RESEARCH A RD—Dr (above), Chief of the Biol al Gene tional Institutes of Health, i recipie Corporation Award for 196 e was ing in partial cracking of t netic co award include 13 scientists w er won

FOCUS
ON PEOPLE

RD—Dr. Marshall W. Nirenberg
al Genetics Laboratory, at the Na-
recipient of the $10,000 Research
e was honored for research result-
netic code. Past recipients of this
er won Nobel Prizes.

INVENT NEW HAND—Handless persons will be able to lift an egg without breaking it by using an Army-developed electromechanical hand which adjusts automatically to the force necessary to keep an object from slipping. It was designed by Albert B. Coleman (left) and Lloyd L. Salisbury, shown above with the prosthetic device they developed at the Army Medical Biomechanical Research Laboratory at Forest Glen, Md.

SCOTT MEDALISTS—Billy M. Horton (left), Technical Director, and Raymond W. Warren, Research and Development Supervisor, at Army's Harry Diamond Laboratories, were recently awarded the John Scott Award for their invention of the fluid amplifier, shown below. Past recipients of the 150-year-old Scott Award include such immortals as Mme. Curie, Edison, and Marconi.



LABOR-MANAGEMENT RELATIONS

PROGRAM GROWTH

Five years of development and growth, since Executive Order 10988 of January 17, 1962, has seen the Federal employee-management cooperation program come of age. It developed slowly but steadily during the first few years as agencies and employee organizations set about the task of establishing basic labor-management policies, training staff, determining representation rights, and beginning formal consultations and negotiation of agreements on personnel policies, practices, and other matters affecting working conditions of the employees represented. The pace quickened in 1965 and 1966 as the unions gained in membership strength and know-how, organizing drives became more intensive, and agreements improved in scope and substance.

Program growth is vividly illustrated by the following data:

	1961	*1965*	*1966*
Union membership (est.)	760,000	—	1,000,000
Exclusive units	26	830	1,170
Employees covered by exclusive units	19,000	835,000	1,054,000
Negotiated agreements	26	410	598

The data above for units and agreements include the seven national craft units and the national agreement in the Post Office Department; they do not include the thousands of local exclusive units and agreements in the postal field service. In 1966, of the 1,054,000 employees in exclusive units, 620,000 were in the Post Office Department, up from 472,000 in 1964 and 515,000 in 1965. The 26 exclusive units shown for 1961 were in the Tennessee Valley Authority and the Department of the Interior.

Ninety percent of postal employees and 21 percent of other Federal employees now have exclusive representation. Union membership has risen from 33 percent of the work force in 1961 to about 37 percent in 1966. One hundred and eleven different employee organizations hold some form of recognition under the order. Exclusive units range in size from 3 employees (siderographers, Bureau of Engraving and Printing) to 13,700 employees (activitywide, Robins Air Force Base).

POLICY GUIDANCE ON COMPETING UNIONS

As relations between unions and Federal agencies have developed and matured, new issues continue to arise on which the Commission is asked for policy guidance which can be applied generally across the Government. A recent illustration is the question of how to deal fairly and equitably with situations where one union has exclusive recognition and a different union wants to unseat the incumbent. After obtaining the views of agency officials and union leaders on this matter, the Commission developed policy guidelines in cooperation with the Labor Department, which were issued by FPM Letter 711–6 of December 14, 1966.

Two main considerations were involved: First, once exclusive recognition has been established, both management and the union need a period of stability, free from premature interruption by competing organizations, to work out the beneficial relationships intended. Second, in order to preserve the right of free choice, there needs to be an orderly way for employees to change their representative if they wish to do so.

The guidelines provide that, once exclusive representation rights have been established for a given unit and until a valid, timely challenge has been presented by a competing union and an election scheduled, an agency should not make facilities (e.g., bulletin boards, meeting rooms, permission to distribute literature, etc.) available to any other organization for the purpose of aiding it to solicit membership or authorization cards among employees in the exclusive unit. This does not preclude allowing an organization with informal recognition (which may have members in the exclusive unit) to post notices on a bulletin board announcing a meeting of its members to be held off agency premises.

An organization seeking a change in the employees' representative may file a request for a redetermination election during a specified period of time—the 30-day period ending 60 days prior to the termination date of the agreement the incumbent organization has with the agency. However, if the agreement period is for longer than 2 years, the time for filing is the 30-day period ending 60 days prior to 2 years from the date the agreement went into effect.

Once a valid challenge has been filed and a decision made to conduct a redetermination election, then all organizations competing in the election are entitled, as nearly as practical, to equal treatment in the use of agency facilities for membership or election campaigning. Until redetermination of the exclusive representative has been completed, an existing agreement may be extended but it may not be changed nor may a new agreement be negotiated.

—*Vern Gill*, Director, Office of Labor-Management Relations, U.S. Civil Service Commission

Commentary:

THE HIGH COST OF HIERARCHY

by DAVID S. BROWN, Ph. D.
Professor of Public Administration
George Washington University

ALL ORGANIZATIONS of any size have hierarchy. Like the pyramids of Egypt, which in its classic form it resembles, hierarchy has been around a long, long time. The Bible speaks of "rulers of thousands . . . rulers of hundreds, rulers of fifties, and rulers of tens." The Romans recognized its importance in the administrative system which perpetuated the empire long after the capital was dead. Frederick the Great incorporated it into his revolutionary new army system. It is the "scalar principle" which Henri Fayol, the great French student of management, identified and proclaimed near the end of the 19th century.

Hierarchy is so common and well accepted a phenomenon in organizations today that many of us take it for granted, even in its most bizarre and extravagant forms. What is, in fact, a hierarchical explosion is taking place around us frequently without our being aware that anything out of the ordinary is happening.

No one would deny that it is both necessary and desirable. People vary in skills, ability, drive, power, and status. Organizations also have differing needs. Hierarchy helps to accommodate both.

A good thing, however, can be and often is overdone. As organizations have increased in size, hierarchies have gotten larger, deeper, and much more complex. Distinctions between levels have become more precise in theory and yet less so in fact. Sometimes they have worked as the designers planned, more often not. Predictably, there have been side effects. The architects of organization are accordingly taking a new look at hierarchy and what it is doing. This time they are not neglecting its costs.

The results of this new look are some startling facts and conclusions. One of these is the view held by an increasing number, including this observer, that hierarchy is being misused and overused in today's government and business. It has, in short, shown every evidence of getting out of hand.

HIERARCHICAL EFFECT

That hierarchy has an effect on the behavior of those affected by it, no one denies. Heretofore, however, the assumption was that such an effect was functional—that those in a specific unit at a particular level functioned more or less as operating instructions required. We are now beginning to discover that this is only partially so. There are modifiers to our equation. Those far removed from the boss, for example, are less likely to perform as indicated than those directly under him.

We are also beginning to discover that large organizations with many layers and levels are producing particular kinds of behavior that, for want of a better term, must be regarded as pathological. Victor Thompson, for example, has identified in his insightful study, *Modern Organizations,* a variety of bureaupathic behaviors ("bureausis") many of which he indicates, and others agree, have their origins in hierarchy. These include nonidentification with the goals of the organization, exaggerated

THE AUTHOR

DR. BROWN, Professor of Public Administration at The George Washington University, has held a variety of positions in the Federal service. He has also been a consultant to Government and private business and has written numerous articles in the area of management. One of his major interests is the large organization.

aloofness, insistence on the rights of office, resistance to change, overcompliance, and the like. Robert Presthus in his *Organizational Society* points out that we are breeding a generation of indifferents, ambivalents, and upward mobiles, none of whom really answers our organizational needs.

The term "dysfunctional" is being increasingly used in the literature of administration to describe what is happening. It points up the side effects or byproducts of organizational action. The dysfunctions of large organizations include, in addition to those already noted, impersonality, lack of commitment, dependency, infantilism, Zombiism, overidealization of superiors (often followed by underestimation and depreciation), conflict, territory-guarding, feuding, absenteeism, job hopping, insistence on procedures, red tape, and the like. The number of such phenomena is increasing. A relatively new field of research is developing—organizational mental health.

One does not need to be either a social scientist or an administrative analyst to observe what is happening. Increasingly, the members of the organization are becoming aware of what is happening to others—and also to themselves. They find themselves disturbed and disheartened by it. As a teacher of administration and instructor in executive programs, I hear frequent comments on the subject. It helps to account, I am convinced, for the high turnover at the lower professional grades. Later on, the incumbent will have to put up with it, but while he is still young and uncommitted, he can look elsewhere—and does. Alas, if the new organization is a large one, it may be much the same as the one he left.

SOME SPECIFICS

There is, of course, no single cause of what is happening. Those who expect to find one are deluding only themselves. But there can be no doubt that the ever-expanding systems of hierarchy and subhierarchy which most large organizations seem intent on establishing are major offenders.

The following are examples of hierarchical effect. They have been chosen because they illustrate vividly what layering has done and is doing to organizational behavior.

Communications Downward. The greater the number of levels through which communications must pass, the greater the likelihood of distortion, diffusion, and error. This is so obvious as to require no further elaboration. The use of modern communication methods may lessen the malcommunication but it does so only in part.

The rationale for each organizational level is that it has some special (and unique) function to perform. It attempts to perform it before the message is passed on to the next level below. There is nothing startling about this, of course, but it adds substantially to the burdens of the organization. All too often, it contributes little, if anything, to the end product.

Communications Upward. The business of communicating downward is simple compared with that of communicating upward. As Thompson has pointed out: "Hierarchical relations overemphasize the veto and underemphasize approval of innovation. Since there is no appeal from the superior's decision, a veto usually ends the matter. However, an approval will often have to go to the next higher level where it is again subject to a veto. A hierarchical system, therefore, always favors the *status quo.*" (*Modern Organizations*, p. 61.)

Employees at lower levels are often greatly frustrated by their inability to get either information or ideas upward despite frequent appeals by management for suggestions. This, of course, accounts for the suggestion box. It is a way, albeit an only moderately successful one, to get around hierarchical blocks in the communication systems.

Relationship Problems. The greater the number of hierarchical levels, the greater the problems of individual and group relationship. Dwaine Marvick, for example, in his study of bureaucracy, found that those occupying hierarchical roles in a Federal bureaucracy were considerably more concerned with prestige, influence, security, and career achievement than their specialist colleagues.

A result of such tendencies on the part of employees is the development of rules, frequently in great detail, governing their conduct. These may even go so far as to specify who shall talk with whom and under what circumstances, the nature of the business to be conducted, the "chain of command," and when exceptions can be safely taken. There must also be provision for policing the rules, penalties for violating them, appeals procedures, and the like. The larger the organization, the more formal these become.

Also, the greater the number of levels, the greater the problems posed by delegation and decentralization. These are difficult enough concepts to begin with, but when anywhere from 3 to 15 echelons are involved, as is often the case, a wholly new range of problems is encountered. How and under what circumstances, for example, should top executives relate to those at lower levels? What is the real role of the middle manager? What can be done to preserve operating freedom, yet keep others fully informed? Management is constantly wrestling with such problems—ones, incidentally, it has had a large hand in creating.

Individual Creativity and Commitment. Individual creativity is always lessened by ignorance of what is wanted, by lack of knowledge of organizational needs and problems, by the feeling that there is little understanding or appreciation by superiors of the contribution the individual is making, and by lack of status. Studies indicate that the individual's morale is lowered and his frustration increased by the feeling that he and his immediate superior have little or no control over matters of great concern to them. Frustration, ennui, lack of initiative, and outright hostility are commonly observed phenomena of highly structured organizations.

The greater the distance of the individual from sources of organizational leadership, the less meaningful its problems are to him and the less committed he is to them. Correspondingly, the claim on his energies and loyalties by clientele groups, peer professionals, employee betterment associations, and personal interests is greater. Hierarchy thus helps to draw him away from organizational purposes while appearing to be involving him more closely in them.

The Dispersion of Decision Making. Decision making in the highly structured, deeply tiered organization is ordinarily both fractionalized and dispersed despite the appearance of unity it conveys. Moreover, top management is often blissfully unaware not only of *how* decisions are actually made but of what has been decided. The same bureaucratic processes camouflage both. Whether or not aware of what is happening, management is committed by it.

This phenomenon has been taking place for a long time but it is only recently that serious attention has been given it. In fact, there are many who appear to enjoy the spectacle of the decisions of men of seemingly great power being revised and sometimes reversed by the action of their subordinates far down the line. Now that we know how ill-advised, costly, and wasteful this can be, some of us are finding it much less amusing. As a result, we are taking a greater interest in doing something about it.

The Use of Control Systems. Management's response to patterns such as the above when it is aware of them is to search for ways of "shortening" and "tightening" the organization. The management journals describe the uses of such varied approaches as suggestion systems, statistical sampling, internal audit staffs, computers, synectics, management programing (such as PERT), and the like.

These are useful if costly. Unhappily, they produce dysfunctional effects of their own. Some examples of these effects are a concern for procedures rather than for objectives, a preoccupation with what Simon refers to as "satisficing" rather than optimal solutions, the choice of the "safest" rather than the most constructive course of action, lack of faith in immediate superiors, and hostility toward those in the control unit—and also in top management. Instead of solving the problems of hierarchy, control systems may indeed create new ones.

THE HIGH COSTS

As the above suggests, the costs of hierarchy come high. They are paid for by management, whether directly or indirectly, in terms of the time it must spend in undoing their effects. They are paid for also in terms of loss of employee loyalty and creativity. While such costs may never show in the agency budget or on its balance sheet, they are inescapably there. They must be included in the final cost of the product.

Large organizations, for example, move more ponderously than small ones because more people at more levels are involved. Where orders as well as ideas must move from level to level, much time is required. The time thus spent translates easily into money.

LARGE ORGANIZATIONS with complex hierarchies and status systems require, as we have seen, carefully developed rules and procedures. In fact, most organizations have major investments in job simplification, systemization, standardization, and control. The growth of such professions as administrative analyst, coordinator, expediter, liaison officer, and systems engineer testifies to the extent to which such efforts have gone. Like all "overhead," these place a substantial burden upon the organization. Someone has to pay for them.

There is the cost also of the control systems which deep hierarchies require—not an unconsiderable item in itself. It includes the salaries of the control personnel, such as the internal auditors, office space and equipment specialists, etc. To these must be added the indirect costs which arise from installing the system—its own dysfunctional elements. Might not managements have been better advised to address themselves to the hierarchical problems which caused the breakdown in the first place, rather than seeking ways around them?

THE REAL COST of hierarchy, however, is its cost in people. This is the price of what it does to those in the organization, and ultimately, of course, to the organization itself. Such a cost must be measured in terms of its products: duplication of effort, wasted motion, discouragement of initiative, atrophy, disinterest and noncommitment, lack of creativity, and irresponsibility.

The signs of such phenomena are everywhere. They are being increasingly revealed by the study of employees deep in the recesses of the organization. The testimony of individual workers not only to researchers but also to superiors and the public makes clear what is happening. Interviewers and recruiters know the preferences—and dislikes—of our best university trained applicants. Alas, their preference is not for our new high-rise bureaucracies.

Industrial waste is not the garbage dumped into America's rivers and bays alone. It is also the cumulative effect of burdensome and stultifying organizational systems on the human beings who attempt to serve them. As Drucker has repeatedly emphasized, "the human resource is of all economic resources the one least efficiently used." Abundant evidence supports him.

ALTERNATIVES TO HIERARCHY

Hierarchy can no more be done away with than sin, but it can be managed better than it is. If its use is excessive, it can be curbed. There is no sense to the continued piling of level upon level and no need for it. Several courses suggest themselves:

- Broadening spans of control.
- Increased delegation and decentralization.
- The use of new and imaginative patterns of organization.
- A deemphasis on status.
- New patterns of leadership.

These are not brand new approaches, of course, but more attention should be paid to them.

1. *Broadening the Span of Control.* Organizations have been patterned on archaic beliefs concerning span of control for much too long a time. Not only have such ideas encumbered operations, but they have also failed to take into account the breakthroughs in knowledge of the past 25 years.

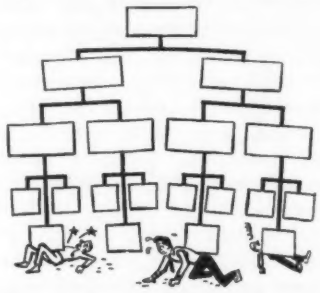
The specific villain is a Polish management expert, V. A. Graicunas, who settled upon five or six as the optimum number of persons to be supervised in a factory or workshop. Whatever the original merit of Graicunas' observations, the theory, like H. L. Mencken's spurious tale of the origin of the bathtub, has lived on.

A PROPER SPAN OF CONTROL might be 6, 16, or even 60. This will depend on the job to be done, the type of leadership or guidance provided, the kind of people supervised, and the nature of the controls available. A major league baseball manager directs 30 or more; the second baseman reports to him neither through the first baseman nor a coach. A sales manager may oversee any number and so may an army commander.

Robert Golembiewski reports a British firm with one superior for every 250 production workers with good results. As he points out, *"no convincing demonstration of the efficiency of a narrow span of control exists, nor has one been attempted."* This is strong language. Organizers should take heed.

Much of our organizational *errata* can be laid to amateurs but much also is the work of professionals. Parochialism, unfortunately, applies as often to organizational architects as it does to other people. What is required is greater sensitivity to organizational behavior and less to symmetry. Also needed are more Frank Lloyd Wrights and Edward Durrell Stones in our institution building. The need *and* the material are both at hand. By a broadening and flattening of the organizational structure, those at the top and those at the bottom can be brought more closely together. In doing so, communication lines are shortened, objectives are harmonized, and a greater sense of immediacy and participation are provided. These are all important values.

2. *Increased Delegation and Decentralization.* Few ideas have received so much lip service in both Government and industry as those relating to delegation. Few are so difficult to put in practice; or, to put it another way, few in practice give so little satisfaction to the parties most concerned—superiors, self, and subordinates. Much



more has been achieved by decentralization, which is really a form of delegation. The difference may be due to the space factor.

This suggests that a useful approach to the problem of hierarchy may be through managing space. The physical distance between two persons or two organizational units may indeed contain a key to their relationship to each other. Even modest distances—another part of the same city, for example—produce different behavioral responses than, say, existence on the same floor.

For both the delegator and delegatee, spatial separations *and their attendant delegations* suggest different standards of performance, greater flexibility in fulfilling work assignments, different leadership patterns, and different responses. On the whole, they make for more satisfactory relationships than those where there is a layering of echelons in close physical proximity to each other.

3. *New Patterns of Organization.* We have learned important lessons during the past 15 years from our observation of a variety of organizational arrangements. Foremost among these lessons are those concerning the real (or informal) organization. Work proceeds in most organizations because goal-committed individuals make it possible via systems of individual and group relationships *outside* formal channels.

Trailblazers in both Government and industry have demonstrated the advantages of project teams, contract service units, licensing and franchise arrangements, and similar patterns. In other instances, individuals have been given freedom from traditional organizational restraints on condition that they apply their talents to needed problems. The results of such variations in hierarchical norms have been sufficiently rewarding both to the individuals and the organization to bring about substantial commitments in this direction.

The use of the service group is an example. It functions in much the same manner as an outside consultant, offering its services at fixed fees to those who have need of them. Members of the group think of themselves as entrepreneurs and only peripherally as part of the hierarchical system, although the teams have leaders and structures.

Department stores have done the same with individual departments, in effect leasing them floor space for their operations. The franchise system which permits individual ownership (and risk) is being used widely by an

increasing number of businesses. Doctors who have strongly opposed governmental health systems have learned the advantage of associating themselves voluntarily with insurance and medical care plans under varying types of fee arrangement. Other types of organizations emphasize the importance of the team (as in research) and the face-to-face group.

Such arrangements emphasize the possibilities open to us. The traditional pyramidal organization is neither the only system nor even the best. In fact, as our observation of the informal organization shows, it is consistently violated. Only in this way does work get done.

4. *Deemphasizing Status.* The fact that status and status systems exist even in the so-called "classless" societies is no argument for emphasizing or elaborating them. In fact, the lessening of the status extremes which the conventional organization chart has encouraged is of considerable merit.

There is clearly a cause-effect relationship between hierarchy and status. The chart which reduces the appearance of hierarchy will, accordingly, have its effect on status feeling.

There are a number of ways in which this can be done. One of these is by use of a unit-centered chart in which other organizational elements are shown in their relationship to a particular unit. Another type portrays the patterns of relationships existing between various organizational elements, not just the command relationship. A third, sometimes called "lower-archy," pictures the action-takers at the top-most levels with the policymakers at the bottom. This emphasizes management's support function. Still another does away with lines (and levels) completely. These are only a few of the efforts being made to deemphasize hierarchy.

A SERIOUS ATTEMPT to deemphasize status and hierarchy will include the following:

- Study of the functioning organization—literally, how work gets done
- Greater understanding and use of voluntary contributions both from inside and outside the organization
- The elimination of anachronistic and vestigial units and arrangements
- The elimination of the single deputy and similar patterns which tighten the span of control
- Greater opportunities for the exchange of ideas via study groups, training programs, and policy-considering committees
- Improved management visibility: top management, specifically, being seen and heard by those at all levels of the organization
- Greater recognition of the contribution of individuals at all levels to both operational and policy decisions.

5. *New Patterns of Leadership.* The large bureaucratic organization should not be confused with the small one any more than an elephant should be confused with a mouse. That there is a similarity in basic cell structure does not mean that the similarity extends to other things. The two, in fact, require different patterns of leadership.

In the small organization, face-to-face leadership will suffice. There is, of course, need for it at specific levels in the large organization. But in a large organization a different kind of leadership is also needed. Instead of addressing themselves to limited goals and specific subordinates, persons with top managerial responsibilities within the many-layered organization must concern themselves with ways of reaching all levels of the organization. The leader's role must take into account not only the level and type of activity involved but also the large organization behavioral patterns of those he addresses.

The leader is, and should be, many things: a goal setter, a planner, a resource provider, an encourager, a persuader, a developer of people and of ideas, an organizer, a trainer, and a gadfly. He should, as Barnard Selznick and others have suggested, direct himself to the institution-building requirements of the job. It is too little and too late to think only—or primarily—of controlling and directing. If these were all that were required, hierarchical patterns would suffice. More, much more, is needed.

An encouraging note can be added here as elsewhere. The functions and responsibilities of leadership are being seen increasingly as varying ones. What is needed at the first levels of supervision will hardly suffice at the top, and *vice versa.* To do what is required, the leader, at whatever level, must take organizational hierarchy into account.

WHAT PRICE HIERARCHY?

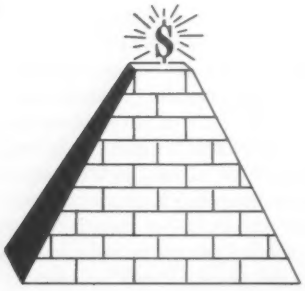
Present organizational patterns with their emphasis on hierarchy are likely to continue for some time to come. Tradition, habit, lack of appreciation of what they are costing us, lack of knowledge of alternatives, and fear of change itself, are among the reasons why they will remain. Executives wedded to well-established ways of doing things will have no trouble finding an acceptable reason for leaving things as they are.

Organizational patterns do not, however, need to be as massive or as imposing as they now are. An organization of 20 or 30 levels—and they do exist—is not only anachronistic but nonfunctional as well. It is a monument to absurdity.

THE REAL CONTEST between East and West is not so much a race to be first on the moon as it is to make our organizations do what we want them to do. The future belongs to those who first master their bureaucracies.

If this estimate is correct, we need to give more attention than we have been giving to the systems and ideas we have previously taken for granted. We need to understand what is happening and why, how much it is costing us, and what we can do about it. Persons sensitive to the changing requirements of people *and* organizations will seek to find more productive arrangements than we now have.

There is nothing sacrosanct about hierarchy in its present patterns. It has expanded beyond reason in costly and profligate ways. It is high time we remedied it. In fact, as the insightful Pogo of Walt Kelly's comic strip has reminded us, *"We have met the enemy and they is US."*



MEDICAL SERVICE IN THE ALASKA BUSH

The well-being and health of its employees and their dependents who serve in remote stations is a constant concern of management in the Federal Aviation Agency's Alaskan Region.

Though far removed from population centers, Alaskans who serve in bush and tundra country are closer to medical services than most people would think. Take the X-ray survey program conducted by the Region's Aviation Medical Division, for example.

Each year employees and their dependents in remote stations are X-rayed and inoculated against disease. On these occasions, the Region's C–123 twin-engined transport becomes a flying medical laboratory making the rounds bringing medical officer John E. Hepler and his helpers.

Early this year, FAA Director George M. Gary started Alaska's flying dentist program, designed to bring dental service to FAA and Environmental Science Services Administration (U.S. Weather Bureau) families in the field. Dentists, their assistants, and their portable equipment are airlifted in the C–123. To date, they have visited FAA stations at Kotzebue and Tanana.

"On the Kotzebue visit, we estimate that our people saved $3,900 in travel expenses and saved the Agency 25 days of sick leave," Gary said.

The Agency's medical program for the field stations has boosted morale sky high in the Region. It's comforting for a man and his family serving aviation in the hinterlands of Alaska to know that hospital and medical services are only a phone call away.

CSC CHECKLIST

- FPM Letter 305–1, Executive Assignment System for Positions in Grades GS–16, 17, and 18
  —announces the establishment of an Executive Assignment System designed to provide better utilization of the skills and talents of Federal employees in the three top grades of the General Schedule and to offer career executives increased recognition and opportunity for development.
- Bulletin 990–9, Codification of Title 5, United States Code, and Index
  —provides basic information about the codification of Title 5 and transmits an index which lists the codified citations to laws enacted before July 1, 1965.

—Mary-Helen Emmons

TRAINING DIGEST

EQUAL EMPLOYMENT OPPORTUNITY TRAINING

Overflow sessions have been necessary in two 3-day courses conducted by the Personnel Management Training Center: "The Role of the Federal Manager in Equal Employment Opportunity" and "Program Planning and Execution: Equal Employment Opportunity."

Course participants have frequently suggested that many more management people—especially top managers and firstline supervisors—should have an opportunity to participate in the former. The Office of Career Development agrees, and the course *will* be offered in fiscal year 1968, but resources will not permit the broad participation in the course that should be available. The course was designed with the hope that agencies would undertake sufficient in-house training to carry the concepts throughout their organizations. Several agencies have already done so.

The Personnel Management Training Center will gladly make its Equal Employment Opportunity training materials available to agency employee development officers, and will discuss possible adaptations to agency needs, on request. For further details, call the Personnel Management Training Center, code 183, extension 6141.

THE GENERAL MANAGEMENT TRAINING CENTER has been offering a week-long course entitled "Equalizing Opportunity Through Federal Programs: The Role of the Manager," and will continue to present the course in fiscal year 1968. The course was designed for persons who administer programs covered by Title VI of the 1964 Civil Rights Act, and deals primarily with the problems of implementing equal opportunity in federally assisted programs.

Training materials for this course are being prepared for distribution in the expectation that Title VI agencies will undertake their own programs in this area. These packets should be available by the end of the fiscal year.

Training programs are also offered for Title VI compliance officers and for contract compliance specialists. Persons in the General Management Training Center will be pleased to answer inquiries about these courses, and can be reached on code 183, extension 6152.

IRS AUTOMATES GROUP INSTRUCTION

Earl C. Hertenstein, Jr., Acting Director of the Internal Revenue Service Training Division, reports considerable success with a new automated audiovisual programed instruction course "EDEX." The program was designed and developed by IRS to train employees for document analysis in the five service centers throughout the United States. Implementation of the new technique reduced the length of the training program by one-fourth and evaluation shows a substantial increase in productivity and work quality.

IRS experience in developing the program indicates that substantially more time is required for preparation of instructional material for an automated unit as compared to a conventional unit of instruction. The time required for technical audiovisual support is also increased. Gains in productivity in 1 year are expected to offset the total cost of developing and implementing the "EDEX" system.

This program has reaffirmed IRS belief that research and development of new techniques and approaches can pay big dividends in terms of better and more effective training and better utilization of classroom time.

FOREIGN SERVICE INSTITUTE

The State Department's Foreign Service Institute has become one of the largest Federal interagency trainers. Although the preponderance of enrollments are from the State Department and its constituents, over 10 percent of the students were from other departments and agencies.

The Institute offers a wide range of studies in foreign relations, languages, and administration. Foreign Service training had its formal beginning in 1907 when seven consuls were given a 30-day course of instruction. In 1947 the Foreign Service Institute was formally established and now trains over 19,000 persons annually, of which approximately half are trained at overseas locations. Activities of the Institute extend to specialized instruction in their own modern facilities to the utilization of courses in armed service colleges and universities.

UNIVERSITY-SPONSORED TRAINING

A recent publication, *University-Sponsored Executive Development Programs in the Public Service,* reports the results of a nationwide survey undertaken cooperatively by the U.S. Office of Education and the National Institute of Public Affairs. The document brings together in a single volume the comprehensive current information available concerning a new form of public service being provided by an increasing number of America's colleges and universities—specifically, midcareer executive development programs for public service personnel.

Copies of the report can be obtained from the U.S. Government Printing Office by requesting catalogue number FS5.256:56023.

—Joseph R. Martin

The Awards Story:

TOP COST-CUTTERS HONORED AS ECONOMY CHAMPIONS

Employees who earn awards for accomplishing significant economies are being saluted as "Economy Champions" under a special program initiated recently by the Civil Service Commission.

An Economy Champion is an employee whose award-winning achievement or adopted suggestion during fiscal year 1967 has produced first-year measurable benefits of $10,000 or more.

The program, in which all agencies are participating, features an exhibit displayed in the lobby of the Commission's headquarters in Washington, D.C. It consists of a Roll of Economy Champions, to which names will be added monthly through July, and poster board displays depicting cost-cutting achievements of representative Economy Champions for each month.

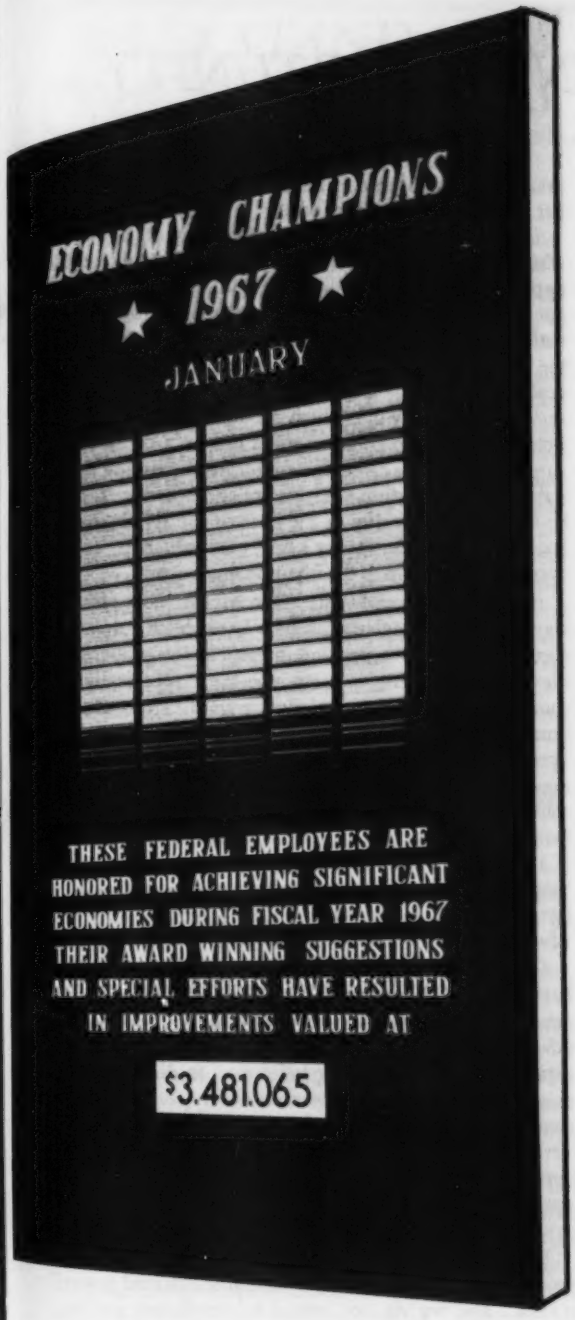
Spearheaded by CSC Executive Director Nicholas J. Oganovic, the Economy Champion program has two basic purposes. One, to give additional distinction and prestige to employees who make significant contributions to the President's goal of holding down expenditures this year. Second, to give additional emphasis to agency activities aimed at encouraging greater employee effort to find new ways to do their jobs more efficiently and at less cost.

In addition to having his name placed on the Honor Roll in Washington, each Economy Champion receives a handsome folder containing a letter of congratulation from CSC Chairman John W. Macy, Jr., a personal copy of President Johnson's salute to Economy Champions, and a photograph of the Economy Champions exhibit.

FIRST ROLL OF ECONOMY CHAMPIONS—CSC Chairman John W. Macy, Jr. (left, above), unveiled honor roll of 69 employees whose efforts saved $3,481,065. Here he presents NASA Champion Allen W. Niles congratulatory letters for himself and Donald S. Peck and Orville W. Wahtera, who suggested a way to save $69,000 annually on costs of inspecting rocket fuel tanks at the John F. Kennedy Space Center.

AIR FORCE CHAMPION—Hermangildo Gonzales (center, above), a machine operator at Kelly Air Force Base, Tex., salvaged damaged jet engine turbine vanes and saved $114,201. At left is John Watts, Director of Civilian Personnel for the Air Force.

DEFENSE SUPPLY CHAMPION—William E. Stelzer (center, below), a contract specialist at the Defense Construction Supply Center, Columbus, saved $377,208 on procurement of fuel hose by proposing a change in specifications. At left is Walter G. Ingerski, DSA's Director of Civilian Personnel.


ECONOMY CHAMPIONS
★ 1967 ★
JANUARY
THESE FEDERAL EMPLOYEES ARE HONORED FOR ACHIEVING SIGNIFICANT ECONOMIES DURING FISCAL YEAR 1967 THEIR AWARD WINNING SUGGESTIONS AND SPECIAL EFFORTS HAVE RESULTED IN IMPROVEMENTS VALUED AT
$3,481,065

THE WHITE HOUSE
WASHINGTON

January 18, 1967

TO EACH ECONOMY CHAMPION

I welcome you to partnership with me in the imperative task of cutting the costs of government.

That is what you have proved to be -- an active, contributing partner in our constant drive for efficiency and economy.

It is gratifying, when I contemplate the billions required to make our government function for the people, to know that you share my concern over the waste of even one dollar.

I know it is equally gratifying to you to know that every dollar you have saved will be put to harder work, to better use.

Your economies help pay for the cost of freedom's struggle in Vietnam. They help to support our vital programs at home.

Your concern has properly earned you recognition as an Economy Champion. As I salute you, I commend your example to every employee at every level of our government.

AGRICULTURE CHAMPION—John P. Puffett (left), while an accountant at the National Animal Disease Laboratory, Ames, Iowa, initiated action which led to savings of $274,485 on certain public utility charges levied against the Laboratory by the City of Ames. In center is Carl B. Barnes, Agriculture's Director of Personnel.

EQUAL EMPLOYMENT OPPORTUNITY

MINORITY CENSUS FIGURES VIEWED IN PERSPECTIVE

THE RECENT Civil Service Commission report, "Study of Minority Group Employment in the Federal Government—1966," has given rise to considerable discussion and led some to the conclusion that the Commission places an inordinate amount of emphasis on statistics.

We need to view the minority statistics in perspective. They provide a useful—probably the most meaningful—device for measuring progress, but we must resist any tendency to regard the production of higher minority employment totals as the sole objective of the Equal Employment Opportunity program.

Statistics can point out significant trends, but cannot show the actions which caused them, nor the additional progress which can be expected. This year's report, for example, shows that Negroes make up 13.9 percent of the Federal work force; citizens of Spanish-speaking heritage comprise 2.6 percent; and American Indians, 3.2 percent. Each represents an increase, although Orientals identified in selected States at 0.7 percent represent a decrease.

FURTHER STUDY of the figures reveals an upward movement of all minority groups in the grade structure. Using the Negro as an example, I find it particularly significant that there was a percentage *decrease* in Negro employees in grades GS–1 through 4 this year, despite an overall increase in the number of Negro employees. Above GS–4 the number of Negroes increased, both in percentages and in numbers. Further, while total employment figures were dropping somewhat in grade groupings GS–5 to 8, GS–9 to 11, and GS–12 to 18, an increase was shown in Negro employment in each category. But although commendable progress has been made in increasing the representation of minorities in grades above GS–11, considerable room remains for improvement.

There are some who look at the same figures and conclude we have made little or no progress in promoting equal opportunity. Others seem to feel that any kind of measurement implies a "quota system" or discrimination in reverse. Is there a middle ground between the extremes? My view is not that we need a middle ground, but that other considerations must be brought into the equation—other factors equally as important as the numbers. I insist that we must view the *total* equal employment program in order to assess how far we have come. We must look beyond statistics at those factors which lead to upward mobility in the grade structure and to breakthroughs for minorities in some occupational series. Let's examine some of the factors:

Desirable climate. The establishment of a climate which speaks eloquently and *loudly* that genuine equal opportunity exists and that discriminatory practices will not be tolerated is more important than emphasizing statistics to show success. Actually, such a climate will pave the way to achievements measurable by numbers. This desirable climate must be felt and recognized by *employees*—not be merely one which management thinks exists. Between these two concepts there can be a considerable gap. This climate cannot be established by issuing policy statements and posting them on bulletin boards. It must be made a living reality by the head of the agency, by the heads of each of the agency's field establishments, and by every manager down to the first-line supervisor.

Handling of complaints. One of the most effective ways in which an agency can help to establish a desirable climate is to show a genuine interest in the proper handling of complaints. I am speaking specifically, of course, about complaints relating to unfair treatment because of race, creed, color, or national origin. By "proper handling" I mean handling that is both expeditious and judicious. When an individual has an honest conviction that he has been a victim of discrimination, the manner in which his complaint is received is crucial. If the complaint is received with sympathy and respect, there is a much greater chance the complainant will believe the agency is sincere, even if the ultimate outcome is adverse.

Grades and occupational distribution. Some agencies have thus far achieved much more satisfactory results than others in the distribution of minorities in grades above GS–11. The Civil Service Commission will utilize statistical results, among other indicators, to direct our discussions with the staffs of agencies which have not shown significant improvement in this category, to assist in the development of an effective program to insure equality of opportunity in three areas: *equal opportunity for training, equal opportunity for details to gain experience,* and *equal opportunity for promotion.*

The Commission looks to figures for measurable improvement because the EEO program is oriented toward results. But we do not intend to emphasize statistics as anything more than a measuring tool. Instead, we look beyond them to the activities underway which can be expected to bring further results.

—*Anthony M. Rachal, Jr.*
Special Assistant to the Chairman
for Equal Employment Opportunity

STANDARDS and TESTS

FEDERAL AGENCIES were recently asked by the Civil Service Commission in Bulletin No. 300–11 to report on their progress in implementing Operation MUST. This is a new program inaugurated in March 1966 and recently cited by CSC Chairman John W. Macy, Jr., as "one of the highly promising developments of 1966."

MUST stands for Maximum Utilization of Skills and Training—improving the efficiency of the work force through balanced staffing, developing employees to upgrade their skills, and making maximum use of these skills in carrying out the work of the organization. MUST calls for the redesign of jobs wherever possible to separate nonprofessional tasks from professional jobs and purely routine tasks from technical, office, and blue-collar jobs. The lower-skill tasks are then combined to create new assistant jobs at lower grades. Some of the resulting jobs require very little training or experience; others are medium-skill jobs, such as technicians. The new jobs are within the capabilities of many people who, with appropriate on-the-job training and self-development efforts, can advance in satisfying careers.

BENEFITS TO GOVERNMENT AND EMPLOYEES

This program has many obvious and promising benefits for the Federal Government, and for its employees as well. It is an aid to meeting present and future manpower needs, overcoming shortages in highly skilled occupations by making better use of the talent already available. It provides greater job satisfaction and promotional opportunities for persons whose talents have not been fully used in the past. It reduces requirements for additional highly skilled personnel, and thus promotes economy in the Federal service. And last but not least, it provides employment opportunities for lesser-skilled individuals who may have previously found it impossible to aspire to Federal jobs.

Coordination of the MUST program on the part of the Civil Service Commission is centered in the standards activity because of the close tie-in between job redesign and other aspects of MUST with occupational considerations, including occupational structure, classification standards, qualification standards, and testing. Guidance on training and development efforts in the program is provided by the Office of Career Development. The far-ranging ramifications of MUST extend from creating new job categories (such as computer technician) to improving the supervision of employees entering the labor market for the first time.

The recent Bulletin No. 300–11 emphasized to agency heads the need for a total, integrated program involving all phases of MUST. It called for a planned all-out effort to make use of sound job restructuring principles at all organizational levels in each agency. This, however, would need to be tied in with concurrent efforts in the areas of employee utilization and development to make maximum use of the skills available in the present work force as well as in the labor market. The Bulletin outlined a requirement for a three-pronged program involving policy, action, and followup both on an immediate and a continuing basis.

RESPONSIBILITY OF MANAGER

Although MUST involves participation at all agency staff and operating levels, the responsibility for implementation lies largely with the manager of the organization concerned. That is why it was emphasized that *any manager can do job redesign.* With the help of staff advisers as necessary, the manager is the one who *should* do job redesign. He is the only one who can decide whether the organization pattern and workflow can be changed; whether new career patterns will fit the needs of his organization; whether he can use the types of skills available in the labor market; whether he has the resources to carry out the training and development needed to use certain types of skills.

The Civil Service Commission has tried to anticipate the needs of agencies as far as possible. Revisions of classification and qualification standards have taken into account the possible use of lower entrance levels in many occupations. Alternative ways for competent people to qualify have been provided in several occupations to give agencies greater flexibility to cope with labor market situations. New examinations, such as Office Aid (GS–1 to GS–3), for Federal Office Assistant (GS–4), and others, provide appropriate means for bringing people into the Federal service. The Federal occupational structure itself has been revised to provide for appropriate occupational categories to fit in with job redesign efforts. Interagency training programs have been developed to cover a wide range of occupations at many different skill levels, and more are contemplated. Technical assistance on the development and conduct of internal agency training programs, as well as on the use of non-Government training facilities, has been made available to agencies. Many other such moves are under consideration.

—Donald R. McPherron

PUBLIC SERVICE PAMPHLET TOPS 2 MILLION IN SALES

Federal agencies have ordered more than 2 million copies of the Employee Facts leaflet, "YOU . . . and the Public." The leaflet covers such essential matters as face-to-face public contacts, courtesy, telephone manners, and effective writing.

SHELF-HELP

MANAGEMENT REVISITED

PERSONS WHO WRITE about management fall into several categories. Some are theorists and others are translators. A few are both. The theorists advance new and significant perspectives about some aspect of management, while the translators make theories intelligible to managers.

One kind of translator is the management consultant or speaker at a management training program. Although they frequently disclaim the "textbook approach," they are basically popularizers of what a theorist might have written about in more technical language. They bridge the enormous gap between significant new additions in the body of knowledge about management and their use by managers, who are struggling with operational pressures and who may lack the time to plow through and interpret new theory.

Another kind of translator does not merely interpret the work of others, but extends the body of knowledge by applying theory to current management problems. The results are highly readable and useful books for busy managers.

The Management of Human Relations. Saul W. Gellerman. Holt, Rinehart, and Winston, 1966. 143 pp.

This is one of the most practical pieces of writing to come along in a long time. Dr. Gellerman's significant "Motivation and Productivity," which was written in 1963, was too expensive to be widely used by management trainers and its length probably discouraged some readers. "The Management of Human Relations" is inexpensive and short, and is the kind of book that managers should own. The purpose of this slim volume is to introduce managers to the current state of management thinking about human relations. The language is simple and clear, and the overall approach is practical. The first five chapters are basically theoretical and the last five are applied. Readers will particularly enjoy the author's ability to concisely capture the highlights and theories advanced by Rensis Likert, Chris Argyris, and Douglas McGregor. Management philosophies are put into historical perspective by the author in terms that will make sense to a manager and yet not suffer from oversimplification. The applied portion of the book concerns itself with grievance channels, performance appraisal, employee counseling, careers, human relations problems, and morale. Although these topics are well worn, Dr. Gellerman brings refreshing insights to them by weaving his ideas into the fabric of management theories.

A Manager's Guide to Making Changes. Arnold S. Judson. John Wiley & Sons, 1966. 186 pp.

This tightly structured book was written for managers. It combines a practical consideration and analysis of the problems of bringing about change within organizations with some of the possible solutions that have been suggested in recent decades by social science research. The style and format of the book facilitate quick reading, and the summaries at the conclusion of each chapter make handy references. Initially, the nature of change and its effects on individuals and groups are discussed. A detailed discussion follows about factors that influence an individual's attitude toward change. The handbook approach to the subject is evident in the major chapters wherein the author informs the manager how to predict the extent of the resistance to changes and how to minimize it. He analyzes various methods ranging from compulsion to persuasion. The author prescribes a systematic approach to making changes that involves analysis, planning, and considerable communication about the changes. The focus of the book is that the responsibility for effecting change is the manager's and that he personally needs great skill in carrying out the process.

Judgment in Administration. Ray E. Brown. McGraw-Hill Book Company, 1966. 220 pp.

Judgment is a difficult subject to write about, but the author has done a fine job. This book fills a void in management literature. Rather than using the "success" story approach, Professor Brown chose to examine failures in judgment and the types of thinking that can stand in the way of doing an effective job. "Judgment," says the author, "represents a matching of facts and values." He likens it to a filtering process in which "the individual screens the facts he receives through a set of values he has adopted."

The author's final chapter on the relationship between mathematical methodology and judgment may be of concern to proponents of these aids to decision-making, although he does give these tools some credit for narrowing the gaps of uncertainty in the decision-making process.

The style of the book is smooth and easygoing. This is not a tome for researchers, but a book full of practical insights for the practicing manager.

—William A. Medina

US. GOVERNMENT PRINTING OFFICE : 1967—O-255-928

Worth Noting *(Continued)*

"THE EXTRA STEP" is the title of a new film produced by the American Telephone and Telegraph Company at the request of and in cooperation with the Civil Service Commission, as part of the President's program to improve service to the public. The film encourages Government employees to take the extra step in providing the best possible service.

BETTER SERVICE is being provided to the public in a variety of ways, Chairman Macy advised the President in his fourth report on the subject. A fast reply in clear, simple language has been the goal of agencies in replying to correspondence. Employees have been trained to write more clearly and to avoid jargon. Last year the Civil Service Commission trained more than 6,000 agency employees on improved service and communications, and a heavy demand for such training is anticipated in the coming year. Nine hundred local offices of different agencies across the country are now open during extended hours, including certain weekday evenings and Saturday mornings, to serve the public better.

THE FEDERAL INFORMATION CENTER in Atlanta has proved itself as a major step forward in providing referral service to citizens in a metropolitan area. Additional centers are being planned for Boston, Chicago, Kansas City, Denver, and San Francisco.

NO FRONT LINES are found in Vietnam. That was a principal point made by President Johnson in a message to Congress in January asking special benefits for civilian employees serving at hazardous duty posts. He points out that despite their status as civilians, U.S. employees in Vietnam have "suffered terrorist attacks in hamlets, villages, and even in the larger cities." The President recommended legislation to increase salary differentials at hazardous posts, and to allow special medical and travel benefits for employees at such posts.

NEARLY 22,000 FEDERAL EMPLOYEES attended interagency training courses conducted by the central and regional offices of the Commission during fiscal year 1966. This number represents an increase of 6,000 over the previous year, and a tenfold increase since 1961.

THE PRESIDENT FINDS a productive source of executive talent in the Federal career service, according to CSC Chairman John W. Macy, Jr. Chairman Macy reported that, as of January 27, 1967, President Johnson had made 396 appointments to full-time executive-branch positions. Of these, 176 appointees (44.5 percent) had prior Federal Government service.

"I have every reason to salute the career service of Government for the excellence of the people it produces," Mr. Macy stated in a recent address. "I can think of no higher tribute to the Federal service than the fact that it has proved to be a gold mine of talent for the appointive offices of Government."

—Bacil B. Warren

UNITED STATES
GOVERNMENT PRINTING OFFICE
DIVISION OF PUBLIC DOCUMENTS
WASHINGTON, D.C. 20402

OFFICIAL BUSINESS

PENALTY FOR PRIVATE USE TO AVOID
PAYMENT OF POSTAGE, $300
(GPO)